Government of Canada | Gouvernement du Canada

Northwest Territories

Canada-NWT Cooperation Agreement for French and Aboriginal Languages in the Northwest Territories

Final Evaluation Report

Prepared for the
GNWT Department of Education, Culture and Employment
and Canadian Heritage

by

Terriplan Consultants
in association with
Martin Spigelman Research

March 2004

2008-05981/

Acknowledgements

We wish to acknowledge the assistance of many individuals and organizations that participated in this evaluation of the *Canada-NWT Cooperation Agreement for French and Aboriginal Languages*. Representatives from the different language communities - Chipewyan, Cree, Dogrib, French, Inuvialuktun/ Innuinnaqtun, Gwich'in, North Slavey and South Slavey - as well as territorial and federal administrators all contributed to our understanding of the Agreement's operations, achievements, strengths and weaknesses. Importantly, they also shared their views on ways for improving future Agreements.

We want to give special thanks to the case study project staff in the different communities who so graciously showed us what they were doing. We wish them every success in their efforts to achieve their respective language objectives.

The commitment of all these individuals is remarkable. Their efforts to promote their languages and to work toward the goal of protecting their cultural identities provide the basis for much of the progress that has been realized as part of the current Agreement implementation.

We thank them for all their help in this project.

Margaret Ferguson, Andy Swiderski, Martin Spigelman, Pauline de Jong
The Evaluation Team

Executive Summary

The presence and power of English have placed both French and Aboriginal languages in the Northwest Territories at varying degrees of risk of further decline over the coming decades. The Governments of the NWT and of Canada, meanwhile, are committed to maintaining linguistic diversity and, in 2000, enacted the five-year *Cooperation Agreement for French and Aboriginal Languages in the NWT*.

In 2003, Canada and the NWT engaged independent consultants to evaluate the Agreement in order to:

- describe its implementation and operations;
- determine what progress has been made toward achieving its objectives;
- identify its strengths and the challenges confronting it; and
- recommend changes that will enhance its effectiveness, impact and accountability.

Assisted by a Steering Committee consisting of GNWT, federal and language community representatives, the evaluation team examined the key issues using a variety of methodological tools: a literature review, a review of all relevant documents as well as statistical and other data, key informant interviews, focus group meetings and case studies describing different communities' efforts to strengthen their languages.

1. Endangered Languages

The threat to minority languages is by no means a problem unique to the NWT and, today, over 50% of the world's 6,000 languages are classified as endangered. Language use – in Canada and internationally – has been found to decline among minority groups:

- when people learn English *"so as to comprehend the noise of authority"*;[1]
- when languages lack informal means of intergenerational transmission;
- when languages are no longer relevant; and
- when ever fewer languages come to dominate the economy and the labour market.

Given the clear relationship between language, culture and one's sense of self-worth, the decline of these minority languages is a serious loss. Languages are said to *"embody the intellectual wealth of the people that speak them. Losing any one of them is like dropping a bomb on the Louvre."*[2]

---

[1] Abley, 2003:2.
[2] Abley, 2003:126.

Many countries – the United States, New Zealand and Spain among others – are now endeavouring to preserve their minority languages while others such as Wales and Israel have managed to restore languages once thought to be extinct. Their success in doing so indicates the importance of community support, literacy, a presence in the media and opportunities for people to use these languages in their daily life, at home and in the workplace.

2. Aboriginal and French Languages in the NWT

Efforts to support Aboriginal and French languages in the NWT are vital if they are to survive. In the NWT, fewer than 50% of Aboriginal residents were capable of speaking their traditional language in 2001 and fewer than 40% identified an Aboriginal language as their mother tongue. The Dogrib (48%) and Slavey (42%) represent the "healthiest" of the Aboriginal language communities while the Gwich'in (13%) and Inuktitut (24%) language communities are in the most critical state of decline. Census and other statistical data indicate that Aboriginal language use has been steadily declining over the past decades.

The situation of the French language in the NWT is somewhat similar although different given its strong presence elsewhere in Canada and the world. In 2001, some 3,170 people, or 9% of the NWT population, were able to speak French and between 1996 and 2001, there was a decline in the number of those identifying French as their mother tongue. The Francophone population largely consists of adults, 25 to 54 years of age, and only 8% are under age 15 years compared to 29% for the NWT as a whole. This Francophone population is concentrated largely in Yellowknife.

3. The Canada-NWT Cooperation Agreement

The *Cooperation Agreement for French and Aboriginal Languages in the NWT* was designed to assist the GNWT deliver French programs and services required by the NWT *Official Languages Act* including the provision of administrative and policy support. This commitment by Canada to fund 100% of French language services was made in 1984. Another objective for French language was the support for the community and cultural development. The objectives for the Aboriginal languages were to provide for the development and implementation of Aboriginal language revitalization, maintenance and enhancement. The GNWT also provided program and technical support and language resources.

In total the Agreement provided for $17.5M through 5 years (1999/00-2003/04). The GNWT itself expends approximately 54% of the Agreement's Aboriginal language funding and 91% of

its French language funding to provide multilingual services and supports. The remainder is distributed to the different language communities for the purposes identified in their strategic language plans. Over five years, this amounted to $4.35M for the Aboriginal communities and $725,000 for the French language community. This community-based funding allocation may be the Agreement's most significant element.

4. Evaluation Findings

4.1 Practical Lessons

The evaluation's three case studies illustrate the Agreement's contribution to and potential for supporting the French and Aboriginal languages in the NWT. They also offered both a number of insights into effective programming and certain lessons for guiding future Canada-NWT language agreements. These are:

- local leaders are required to ensure the projects are meeting community needs and receiving community support;
- community activities have to be creative and adaptive in order both to work with limited funding and to encourage volunteer involvement and local contributions of financial and in-kind support;
- activities have to be engaging, interesting and locally relevant; and
- projects require predictable and stable government support, simplified application processes, an equitable formula for distributing funds and enhanced funding.

4.2 Findings Relative to the Key Evaluation Issues

The key informant interviews, focus group meetings and document reviews provided further insights into the Agreement's rationale and relevance, administration and operations, effectiveness and impact, and future directions. Findings in these areas suggest that:

- generally, there is considerable satisfaction with the Agreement;
- the Agreement is being administered, managed and delivered in a reasonably efficient, effective, flexible and accommodating manner although some improvements are required with regard to funding timeliness, clearer reallocation guidelines (where applicable) and the ability to carry over money from one fiscal year to the next;
- there is no disagreement on the need for strict accountability and on the value of measuring outcomes as well as outputs even though these outcomes are rarely evident in the short term; and
- the Agreement's rationale remains strong while the Agreement itself remains relevant.

The findings do emphasize, however, that money alone is not enough to achieve the Agreement's purpose. Without sustained political will at every level, without community leadership and commitment, without a coordinated approach based on shared responsibility among families, communities and government, the trend toward language loss will continue.

4.3 Outcomes

The Agreement contributed to a variety of important outcomes. One was the preparation of Language Action Plans by each Aboriginal and French language community. These enabled the communities to develop comprehensive strategies and, in some cases, enabled them to secure supplementary funds for complementary initiatives. The Agreement also supported:

- opportunities for different language communities to communicate and cooperate;
- Aurora College training, the preparation of resource materials, interpreter/ translator training and language promotion campaigns;
- measures implementing French Official Language Guidelines, bilingual bonuses, and government translation and interpretation services;
- language coordinator positions and government-wide language services; and
- efforts to promote French language services across the territorial government.

Importantly the Agreement strengthened capacity by engaging communities in the planning processes needed to develop multi-year activity plans. This new capacity and capability will not only benefit the minority languages but can be applied to a host of community endeavours in the future. Similarly the in-kind contributions given to some of the language projects – for example to Radio Taïga – may help foster a tradition of local responsibility and a sense of local ownership and local initiative. This too may carry over to other endeavours in the future.

Most importantly perhaps, there is now a wide range of worthwhile and well-supported community projects. The Holman dictionary project, the Innuinnaqtun Moms and Tots program, the Tuhangnarvik radio show, the introduction of traditional language to preschool children, the development of new resource materials including videos and CDs, the fun activities sponsored by Agreement-funded organizations, and the involvement of high school students in French language radio production, for example, all benefited from the Agreement and may not exist if not for the Agreement's funding.

5. Conclusions and Recommendations

Language lies at the very heart of a community's being. It is a "*a 1-800 number to ... ancestors [and]... a peg to hang the culture on.*"[3] It is a tool for understanding the past and a support for people as they progress into their future. There is a clear and proven link between "*self-image and ... success*"[4] and language diversity, very simply, gives children and adults an additional set of tools that they can use throughout their lives, whether at school, play or work.

Thus, government efforts to support languages are vital in the NWT in spite of "*the odds against reviving a language ... [being] long.*"[5] But the Maoris in New Zealand, the Faeroe Islanders north of Scotland and the people of Israel have all shown that endangered and almost extinct languages can be modernized, made relevant and revitalized.

The evaluation indicates that the Agreement has made an important contribution to this effort to revitalize, maintain and enhance the Aboriginal languages and promote French language in the NWT. The evaluation also indicates that certain measures would strengthen government and community efforts to achieve their goal of language diversity and cultural integrity.

The evaluation concludes with four recommendations that respond to the findings and the direction for the future Canada-NWT Cooperation Agreement. The recommendations are:

[3] Abley, 2003:118.
[4] Ontario, Ministry of Education, 2001:1.
[5] Abley, 2003:229.

Recommendation 1

To build on these strengths, Canada and the GNWT should renew the Cooperation Agreement in order to continue funding language activities, programs and support that promote official languages in the NWT. More specifically, Canada and the GNWT should:

- negotiate a new five-year term Agreement commencing in 2005/06, based on the purpose and objectives identified in the current Agreement for the French and Aboriginal language communities;
- include in the Agreement a clear and strong statement expressing governments' commitment to language diversity in the NWT;
- continue using the Aboriginal community-based funding model established under the current Agreement;
- provide a mechanism within the Agreement to address implementation and management issues;
- revisit the current Agreement's evaluation framework in order to provide practical measures and indicators for measuring the Agreement's impact. These should be developed in consultation with the language communities and be in place prior to the new Agreement being implemented. Furthermore, the governments should provide the language communities with the reliable and updated data required for their planning purposes; and
- provide a mechanism for greater language community involvement in the Agreement renewal process, even while recognizing and respecting the bilateral government-to-government nature of the Agreement.

Recommendation 2

To meet these challenges, Canada and the GNWT should explore and develop funding arrangements that better meet the needs of the Aboriginal language communities. More specifically:

- Canada and the GNWT should update population and other statistical data relevant to the funding formula;
- Canada and the GNWT should accommodate the unique needs of smaller language communities by establishing a minimum base funding threshold that will sustain some level of activity;
- the language communities should endeavour to develop community-based sources of ongoing financial and in-kind support as an expression of community ownership and responsibility;
- governments and language communities should establish clear guidelines on the proportion of total funding that can be charged for administrative rather than program purposes;
- Canada and GNWT should undertake to develop administrative capacity in communities where such is required for the purposes of Agreement funded activities. While recognizing and respecting the fact that each language community wishes to administer the Agreement funding in different ways, depending upon their own priorities, the GNWT (through the contribution agreements) should more fully recognize the inherent capacity limitations of some organizations and assist communities with financial accountability requirements and processes in order to facilitate timely distribution of funds and activity delivery; and
- Canada and the GNWT should assess the feasibility of multi-year funding mechanisms, carry over provisions and reporting systems that satisfy standard accountability requirements while respecting the limited administrative capacity of some communities.

Recommendation 3

Canada and the GNWT should strive to further improve and strengthen the administration and delivery of the Cooperation Agreement. More specifically:

- Canada and the GNWT should assist communities to define their priorities by updating the language plans setting out clear guidelines, objectives and expectations;
- GNWT, in consultation with the language communities, should develop clear proposal and reporting guidelines that will streamline these processes and enable government to meet the needs of the Agreement parties in a timely fashion;
- Canada and the GNWT should incorporate reasonable measures and indicators at the outset of the Agreement to facilitate monitoring and reporting;
- GNWT should foster improved communications among all the language communities and government departments involved in the delivery of language activities, programs and supports; and
- Canada and the GNWT should endeavour to reduce duplication through better communication and a more thorough sharing of information.

Recommendation 4

Canada and the GNWT should strengthen the coordination, cooperation and delivery of official language activities, programs, and support. More specifically:

- GNWT more clearly define the role of language coordinators at the departmental level;
- GNWT provide official language policies orientation to GNWT employees;
- Canada and the GNWT develop a simplified, pragmatic reporting and accountability framework and protocol that, to the greatest extent possible, incorporates the various individual requirements of Canada and the GNWT, i.e. through the Annual Report of the Minister responsible for Official Languages and the language communities;
- GNWT continue to host and provide follow-up to the annual meeting of language community representatives for the purpose of sharing experiences and learning from each other about what works and what does not;
- GNWT examine ways and means with the language communities to coordinate and cooperate with the new Official Languages Board and the Aboriginal Languages Revitalization Board to advance the strategic language goals and commitments of the *Official Languages Act*; and
- Canada and the GNWT develop an online resource centre as a repository for the different language communities' books, dictionaries, videos and other language tools, for the purpose of making them readily available.

Table of Contents

Acknowledgements i
Executive Summary ii

1. Introduction 1
1.1 Cooperation Agreement Evaluation, Goals and Objectives 2
1.2 Methodology 2
1.3 Report Organization 4
2. Context 5
2.1 An Overview of Endangered Languages 5
2.2 Aboriginal Languages Trends in the NWT 10
2.3 French Language Trends in the NWT 14
2.4 The Canada-NWT Cooperation Agreement 15
3. Case Studies 19
4. Findings 30
4.1 Overview of the Findings 30
4.2 Findings on Rationale and Relevance 33
4.3 Findings on Administration and Operations 35
4.4 Findings on Effectiveness and Impacts 38
4.5 Findings on Future Directions and Recommendations 41
5. Conclusions and Recommendations 43
5.1 Successes 44
5.2 Challenges 46
Appendix 1, References 1-1
Appendix 2, Cooperation Agreement Logic Model 2-1
Appendix 3, Key Informants 3-1
Appendix 4, Cooperation Agreement Evaluation Steering Committee 4-1
Appendix 5, French Language, Key Findings Respecting the Research Issues 5-1
Appendix 6, Aboriginal Languages, Key Findings Respecting the Research Issues 6-1

Technical Appendix (Under Separate Cover)

A Technical Appendix accompanies the Evaluation Report under separate cover. The Technical Appendix contains the following:

- Appendix A – Work Plan;
- Appendix B – Interview Guides;
- Appendix C – Focus Group Guide;
- Appendix D – Case Study Methodology;
- Appendix E – Language Community Profile;
- Appendix F – Literature Review
- Appendix G – 1984 Agreement; and
- Appendix H – PowerPoint Presentation.

List of Tables

Table 1, Population, Aboriginal Language Communities in the NWT, 1998 and 2001 11
Table 2, Aboriginal Population and Language Ability, 2001 12
Table 3, Cooperation Agreement Purpose and Objectives 16
Table 4, Cooperation Agreement Funding Recipients, 2004 17

List of Figures

Figure 1, Percent with Aboriginal Language Ability and Mother Tongue, 2001 12
Figure 2, Change in Language Ability (Age 15+), 1984 to 1999 13
Figure 3, Projected Percent of Aboriginal Population by Selected Age Cohort, Able to Speak their Language, 1999 to 2019 14
Figure 4, Number of People Able to Speak French by Age, 1996 and 2001 14
Figure 5, Number of People with French as their Mother Tongue by Age, 1996 and 2001 15

Common Terms

Prior to presenting a statistical perspective on languages, a common terminology will serve as the reference base. Statistics Canada has utilized the following relevant concepts:

- **Language community** – refers to the community of people who trace their heritage to speakers of a particular language, whether or not they themselves speak that language.

- **Mother tongue** – refers to the first language leaned in childhood and still understood by the individual. If more than one language was learned and they are still understood, respondents were asked to report the one spoken most often at home before starting school. If the languages were used equally often, the respondent was requested to report each.

- **Home language** – refers to the language spoken at home by the respondent at the time of the census. If more than one language was spoken, respondents were asked to report the one spoken most often at home. If the languages were used equally often, the respondent was asked to report each.

It should be noted that there are certain limitations respecting how Statistics Canada reports statistical data. Where Statistics Canada information is used, 'Slavey' represents both North and South Slavey language speakers and 'Inuktitut' includes Inuvialuktun and Innuinnaqtun language speakers.

1. Introduction

A compelling body of linguistic, demographic and statistical evidence, including data from the 2001 Census of Canada reveal that all the Aboriginal languages in the Northwest Territories (NWT) – and particularly the Inuvialuktun/ Innuinnaqtun and Gwich'in languages – are at risk of disappearing through the coming decades. In a similar way, the Special Committee on the Review of the Official Languages Act in the NWT (SCOL) observed that the French language is under threat and at risk in this jurisdiction even though it is strong and vibrant elsewhere in Canada and the world.[6]

The Governments of the Northwest Territories (GNWT) and of Canada are committed to maintaining linguistic diversity in the NWT. For the French language, their obligation is to provide services in support of the Francophone community. For Aboriginal languages, the governments wish to assist northern communities in their efforts to revitalize, enhance and promote their respective languages.

Since 1984, Canada has made a commitment to fund Official Languages in the NWT through a number of agreements. The first Canada-NWT language agreement was signed June 28, 1984. Canada agreed to bear all costs, on an ongoing basis from year to year, associated with the provision of services to the public in French and the costs involved with the implementation of French as an official language pursuant to the NWT *Official Languages Act*, proclaimed in June of that year. In this agreement, Canada also committed funding towards the provision of services with the aim of preserving, developing and enhancing Aboriginal languages in the NWT for an initial 4-year period from 1985/86 to 1988/89. This funding continues to be negotiated between Canada and the NWT, through contribution agreements. The 1991 *Canada-NWT Cooperation Agreement* for the NWT combined for the first time the French and Aboriginal language funding commitment into one agreement.

In 1990, the GNWT amended the *Official Languages Act* of the NWT in order to recognize English, French, Inuktitut, Chipewyan, Dogrib, South Slavey, North Slavey, Gwich'in and Cree as official languages in the NWT. As part of their ongoing effort to improve language recognition, in 2003 the GNWT again amended the *Official Languages Act* in order to respond to the SCOL recommendations.

In January 2000, the GNWT and Canada renewed the *Cooperation Agreement for French and Aboriginal Languages* (the Agreement) committing the Department of Canadian Heritage to

[6] Special Committee on the Review of the Official Languages Act. *One Land Many Voices*. Yellowknife: NWT Legislative Assembly, 2003, p.89.

provide $17.5 million over five years (1999/00 to 2003/04) to the GNWT to implement its provisions. The sum included $9.5 million for Aboriginal language activities and $8.0 million for French language activities. The Agreement contained a requirement for a formal independent evaluation.

1.1 Cooperation Agreement Evaluation, Goals and Objectives

Canada and the NWT are now evaluating the Agreement in order to assess its rationale, relevance, administration, operations, effectiveness and impact as well as to identify potential future directions. More specifically, the evaluation has four objectives:

- to describe the implementation and operations of the *Canada-NWT Cooperation Agreement*;
- to determine what progress has been made toward achieving the Agreement's objectives;
- to identify the initiative's strengths as well as the challenges confronting it; and
- to recommend changes that will enhance its effectiveness, impact and accountability.

Importantly, the evaluation focuses upon the Agreement and its operations rather than upon the effectiveness of its diverse range of funded activities.

1.2 Methodology

Terriplan Consultants, in partnership with Martin Spigelman Research, conducted this evaluation between June 2003 and March 2004. Working from an Evaluation Framework prepared by the federal and territorial departments responsible for the Agreement, the evaluators examined the key issues by:

- reviewing the Canadian and international literature on the threat to minority languages and on efforts to preserve and maintain endangered languages;
- reviewing the documentation emerging from the SCOL process, including the public submissions and the results from the consultation process;

- analyzing Statistics Canada and GNWT data relating to language diversity and use in the NWT as well as government and community information relating to the Agreement, for example GNWT Activity Reports, the language plans prepared by each language community and selected proposals, reports, logic models, contribution agreements, etc;

- analyzing selected statistical data including the development of a language cohort survival model and regression analysis in order to place the evaluation into a quantitative context;

- interviewing 37 key informants from across the NWT including 17 federal and territorial public servants and language coordinators and 20 community representatives from the different language groups;

- facilitating three focus group meetings involving some 30 people. These explored a variety of both specific and crosscutting issues. Two meetings were held in Yellowknife, one for French language issues and the other involving Aboriginal Language Coordinators from across the NWT. The third meeting was held in Hay River and involved representatives from the Chipewyan and South Slavey regions; and

- preparing three case studies – two of which focused on Aboriginal language initiatives and one on a French language initiative – describing different communities' efforts to strengthen their languages. These studies examined undertakings in the communities of Holman, Yellowknife and Dettah.

The evaluation team also prepared a series of project documents that are included in the Technical Appendices, including a comprehensive work plan (Appendix A), three key informant interview guides (Appendix B) and guides for the focus group meetings (Appendix C) and case studies (Appendix D). Certain of these were translated into French.

The evaluation team received direction and advice from a Steering Committee consisting of GNWT, federal and language community representatives. This Committee reviewed the working papers, helped to identify the most appropriate key informants and case study communities, and reviewed the draft and final evaluation reports.

1.3 Report Organization

This report is organized in five sections and is supplemented by a series of appendices. Following this Introduction, Section 2 provides an overview of the context in which the Agreement is working. Based upon the project's literature review and various Statistics Canada and GNWT data, it describes the situation of the minority languages in the NWT and the challenges associated with preserving and enhancing minority languages. It focuses primarily on Aboriginal languages given that they face comparatively greater challenges than does the French language.

Section 3 presents three case studies that illustrate both the operations and impact of Agreement-funded activities while Section 4 presents the evaluation's findings, organized according to the project's key issues. Section 5 integrates what has been learned from the case studies, the various findings and other background information and offers a number of conclusions and recommendations relating to the Agreement's future. The Appendices that are part of this report are as follows:

- Appendix 1 – List of References
- Appendix 2 – Cooperation Agreement Logic Model
- Appendix 3 – Steering Committee members
- Appendix 4 – Key Informants
- Appendix 5 – French Language, Key Findings Respecting the Research Issues
- Appendix 6 – Aboriginal Languages, Key Findings Respecting the Research Issues

The Technical Appendix, under separate cover, includes the project documents prepared by the evaluation team, i.e.:

- Appendix A – Work Plan
- Appendix B – Interview Guides
- Appendix C – Focus Group Guide
- Appendix D – Case Study Methodology
- Appendix E – Language Community Profiles
- Appendix F – Literature Review
- Appendix G – 1984 Agreement
- Appendix H – PowerPoint Presentation

2. Context

2.1 An Overview of Endangered Languages

Throughout history, languages have always been in flux. However the current pace of change is unprecedented as ever more traditional languages disappear and few appear to replace them. There are approximately 6,000 languages in the world and at present, it is estimated that:

- over 50% of these are endangered;
- 96% of these languages are spoken by only 4% of the world's population; and
- on average, one language is disappearing every two weeks[7].

The signs of language endangerment include not only a declining number of speakers but also when younger generations prefer to speak another language, when use declines even in those domains where the language was once secure, for example in cultural observances and in the home, and when growing numbers of parents fail to teach the language to their children.[8] Additionally, geographic isolation is no longer an effective buffer given the unprecedented span and impact of global communications. Furthermore, language use in Canada and internationally declines among minority groups:

- when people learn English "*so as to comprehend the noise of authority.*"[9] Mark Abley, in his global perspective 'Spoken Here' cites one Nunavut community where none of the authorities spoke Inuktitut in spite of its official status. The community administrator, wildlife officer and policeman all spoke only English. So did the managers of the hotel and both the stores, the school's principal, most of its teachers, the visitor centre coordinator and the airport manager.[10]
- when minority languages lack *informal* means of intergenerational transmission and *informal* daily life support.[11]
- when the "*remaining speakers find they have less and less to talk about*" in the midst of television, the Internet, Walkmans and PalmPilots.[12] "*What good is a language*

[7] http://www.unesco.org/culture/heritage/intangible/endangeredlanguages/html_eng/index.shtml
[8] Crawford, 1996.
[9] Abley, 2003:2.
[10] Abley, 2003:161.
[11] Romaine, 2002:1-2.

that is not used for anything."[13] Languages, in other words, disappear when they are not continually being modernized so as to remain relevant.

- whenever fewer languages come to dominate the economy and the labour market. The economic imperative associated with language assimilation is a powerful force.

Very many people consider the decline of these minority languages to be a serious loss from a cultural, historic and economic standpoint. Although there are economic reasons for preserving language diversity, the literature most often emphasizes the relationship between language, culture and one's sense of self-worth. The Ontario Ministry of Education, for example, emphasizes that "*Language carries within it the spirit, culture, history, and philosophy of a people; it reveals how they think and how they view the world. In short, language both defines and reflects the particular attitudes and values of a people. Language, moreover, is the principal means by which culture is preserved and transmitted from one generation to another.*"[14]

Language is also a critical dimension in the concept of culture-bound perceptions, where "*...every attempt to understand the phenomena in question remains dependent on a conceptual framework that is alien to most of these phenomena and therefore necessarily distorts them. 'Objectivity' can be expected only if one attempts to understand the various cultures or people exactly as they understand themselves.*"[15] This perspective was evident in the findings of the 1986 NWT Task Force on Aboriginal Languages where "*...the words of a language are just the surface reflection of a unique view of the world, subtly created both by the language and the society through which the language is maintained and developed. It is a view of the world which can't be fully translated, depending for its maintenance on the language which creates and expresses it.*"[16]

Given this perspective, the 1986 GNWT Aboriginal language policy emphasized that:

- Aboriginal languages and cultures are inseparably intertwined. Language cannot be taught or learned in isolation from the culture which is its lifeblood; and

- within the government of the NWT, Aboriginal peoples must be recognized as having the ultimate right and responsibility for the future of their languages and cultures.[17]

[12] Abley, 2003:4.
[13] Borde, n.d.
[14] Ontario Ministry of Education, 2001.
[15] Strauss, 1967 cited in Gamble, 1986:22.
[16] GNWT, Task Force on Aboriginal Languages, 1986:19.
[17] GNWT, Task Force on Aboriginal Languages, 1986:23.

At the same time, others have suggested, "*Languages embody the intellectual wealth of the people that speak them. Losing any one of them is like dropping a bomb on the Louvre.*"[18] In this vein, language is not just a medium for communication but rather "*the repository of a cultural tradition, a way of living and of expressing which helps to confer a sense of identity upon its native-speakers. A language is an intricate, collectively produced artifact inherited from previous generations.*[19] The literature also suggests that preserving their languages will not permit a minority group to "*get rid of their debt, save their forest or halt the influx of outside settlers. But they may be a good deal more likely to withstand the corrosive despair that accompanies those pressures, avoiding the self-hatred that comes when a culture implodes and disintegrates.*"[20]

Given the role and importance of language, many jurisdictions are now endeavouring to preserve language diversity. In 1990, for example, the United States introduced its *Native American Languages Act* in order to "*preserve, protect, and promote the rights and freedom of Native Americans to use, practice, and develop Native American languages.*" It acknowledged the right of Indian tribes and other Native American governing bodies to use their languages in all public forums and in their schools.[21]

Similarly, UNESCO has committed itself to preserving endangered languages and promoting the linguistic rights of persons belonging to minority groups[22], while the European Union considers it an inalienable right for groups to use a regional or minority language in both private and public life.[23] Other countries have undertaken similar measures, for example:

- in New Zealand, the 1987 *Maori Language Bill* declared Maori the country's official language, affirmed the right to speak Maori in certain legal proceedings and established the Maori Language Commission.[24]

- Gaelic has enjoyed official language status in the Republic of Ireland since its independence from Britain in 1919.

- in 1975, Peru established Quechua as an official language, on par with Spanish.

[18] Abley, 2003:126.
[19] http://www.bris.ac.uk/Depts/Philosophy/CTLL/article.html.
[20] Abley, 2003:127.
[21] Reyhner, 1993.
[22] Unesco, 2002: Editorial.
[23] European Union, 1992: Part I.
[24] First Nations Education Steering Committee, 1998:25.

- Guatemala's 1985 Constitution recognized the Mayan languages as part of the nation's cultural heritage and mandated bilingual education in Indian areas of the country.

In contrast, the Government of Canada does not officially recognize, by law or legislation, any Aboriginal or minority language other than French.

The literature also indicates that restoring a language may be possible if the right conditions exist or are created. In 1880, for example, no child anywhere in the world had Hebrew as a mother tongue. Indeed Hebrew entirely lacked any modern elements – it had words for "noisome pestilence" but not for "bicycle," and for "stout lion" but not for "telegram" or "ice cream." Yet by 1922 there was a six volume *Dictionary of Ancient and Modern Hebrew* that, subsequently, would grow to seventeen volumes. Words were invented and transformed, and a modern language emerged. A population adopted and adapted it to everyday use, and by 1922 Hebrew was so widely spoken that British Authorities recognized it as the official language of Jewish people living in what was then Palestine.[25]

Similarly in 1781, Jens Christian Svabo set out to collect and document what remained of the Faroese language in the Faeroe Islands northwest of Scotland. The effort found favour among local people who wanted to believe they belonged to a distinct people. The effort to revitalize the language was slow and difficult but by the middle of the twentieth century, Faeroese was well established. It is now a living language that many on these islands speak and that is used in parliament, newspapers, church and social life. Now, even milk cartons carry advice about the proper use of Faroese words.

The literature emphasizes that a certain context and a variety of concrete and sustained efforts are required to maintain, revitalize, promote and restore an endangered language, including the following.

Community context – Language revitalization efforts will usually fail if the focus is on language alone. They are much more likely to succeed if part of a greater societal movement.

[25] Abley, 2003:232-33.

Isolation – Isolation from other groups can also help to maintain a language. The Old Order Amish outside Philadelphia, for example, have been able to preserve their German dialect in part because of their isolation.

Literacy – All successful language revitalization efforts place a high premium on literacy. The Cherokee and Mohawk languages, for example, have a long literary tradition. That these languages survived when others have not is a testimony to the stability and resilience that literacy gives a language.

Immersion – Successful maintenance and revitalization efforts do not teach their language through the medium of another language. The Maori *kohanga reos* or language nests movement, for example, grew from four sites in 1982 to nearly 500 in 1987. By 1990, there was even a bilingual post-secondary institution, Makoura College, to instruct bilingual teachers.[26]

Media – Successful efforts all use their language in the media – television, radio, newspapers and so forth – to increase its presence and enhance its prestige.

Commitment – Successful language efforts are led by indigenous institutions, organizations and activists. You cannot from the outside inculcate into people the will to revive or maintain their languages. This has to come from them, from themselves.

Practical Measures – Language vitality also requires the capacity to use the language, opportunities to use it and the desire to do so. It requires public policies designed to promote language use[27] and local organizations that recognize, endorse and encourage revitalization efforts.

Fun and Relevant – Successful efforts make language learning fun and relevant, especially among young people and children, encourage its use in a variety of domains and often reward its use.

The literature also describes efforts to document and archive critically endangered languages with the goal of revitalizing it and bringing it back from the edge of extinction. These efforts are often criticized as being tantamount to admitting defeat. The most outspoken critics of this

[26] Spolsky, 1990.
[27] European Centre for Minority Issues, 2002.

approach have termed this the 'politics of convenience'. Nevertheless, languages can and have been restored through these means when there is an adequate commitment of effort and resources. Cornish, for example, died out in the 19th century but was revived by enthusiasts in the 20th. About two hundred people can now speak fluent Cornish and several thousand more can understand it.[28]

Furthermore, documenting and archiving a language ensures that it continues to *"live in the way museum specimens live ... under glass .... That is not really living but that is the most we can do for some of them. It is an honour that we owe them...."*[29]

2.2 Aboriginal Languages Trends in the NWT

The disappearance of minority languages – and particularly Aboriginal languages – is a problem and a challenge throughout Canada. During the past 100 years, ten of the country's once-flourishing Aboriginal languages have become extinct and at least a dozen are now at serious risk of extinction. As of 1996, only three out of 50 Aboriginal languages – Cree, Inuktitut and Ojibway – had populations large enough to be considered linguistically secure. Of some 800,000 persons in Canada who identified themselves as Aboriginal in 1996, only 26% had an Aboriginal language as their mother tongue, and even fewer spoke it at home. Furthermore in 1996:

- the average age of those with an Aboriginal mother tongue was 31 years, up from 28 in 1981; and
- only 20% of children under the age of five had an Aboriginal language as their mother tongue. In contrast, 60% of those aged 85 and over and 30% of those aged 40 to 44 reported an Aboriginal mother tongue.

The situation of the Aboriginal language communities in the NWT is particularly threatened given their comparatively small populations in spite of the fact that Aboriginal people constituted 51% of the total population in 2001. This is illustrated in **Table 1** below. This Table also shows that there has been little change, between 1998 and 2001, in the proportion of Aboriginal population across language communities in the NWT. The only language community that has increased proportionally relative to the overall Aboriginal population is the Dogrib community.

[28] http://www.bris.ac.uk/Depts/Philosophy/CTLL/article.html.
[29] Fishman, 1996.

Table 1, Population, Aboriginal Language Communities in the NWT, 1998 and 2001

Community	Language Community Population		% of Aboriginal Population		% of NWT Population***	
	1998*	2001**	1998	2001	1998	2001
Inuktitut	4,131	4,378	21.2	21.1	10.1	10.7
Gwich'in	2,397	2,448	12.3	11.8	5.8	6.0
Slavey - North	2,162	2,253	11.1	10.9	5.3	5.5
Slavey - South	3,745	3,991	19.2	19.2	9.1	9.8
Dogrib	4,138	4,691	21.3	22.6	10.1	11.5
Chipewyan	2,208	2,297	11.3	11.1	5.4	5.6
Cree	685	709	3.5	3.4	1.7	1.7
Total	*19,466*	*20,767*	*100.0*	*100.0*	*47.4*	*50.9*

Sources:

* *"Revitalizing, Enhancing and Promoting Aboriginal Languages: Strategies for Supporting Aboriginal Languages"*. GNWT Department of Education, Culture and Employment.

** Based on 1998 estimates and the population growth rate for each language community for the period.

*** Total NWT Population 1998 = 41,050, 2001 = 40,822 (Source: Statistics Quarterly)

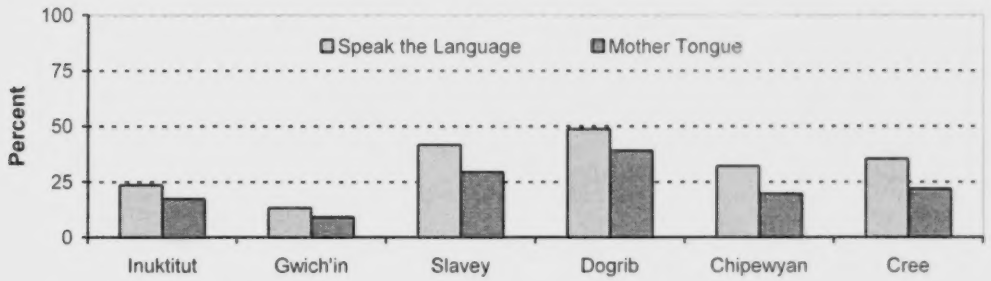
The Special Committee on the Review of the Official Languages Act (SCOL) Final Report concluded "*the NWT is rapidly shifting from a multilingual territory to an increasingly unilingual territory, with English as the dominant language.*" It observed that all Aboriginal languages are experiencing a sustained decline and some are in a critical state, with the ability to speak an Aboriginal language significantly limited among children and young adults.

The current situation in the NWT is termed *diglossia* – a state of linguistic relations where two or more unequal languages co-exist. This becomes manifest in the economic sphere where employment and business are pervasively English.[30]

Fewer than 50% of Aboriginal residents in the NWT were capable of speaking an Aboriginal language in 2001 and fewer than 40% identified an Aboriginal language as their mother tongue. The Dogrib (48%) and Slavey (42%) represent, in relative terms, the "healthiest" of the Aboriginal language communities in the NWT. At the other end of the spectrum, the Gwich'in (13.3%) and Inuktitut (23.6%) language communities are in the most critical state of decline. This is illustrated in **Figure 1** below.

[30] Dorais, 1981.

Figure 1, Percent with Aboriginal Language Ability and Mother Tongue, 2001



Source: Statistics Canada, 2001 Census

The actual numbers are presented in **Table 2** on the following page.

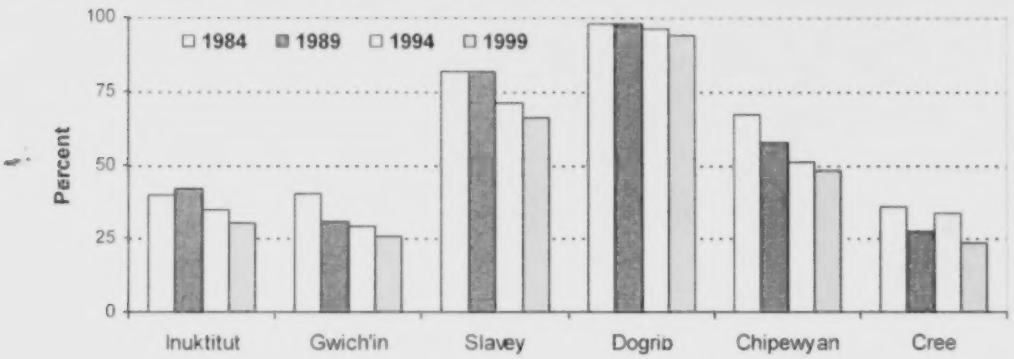
Table 2, Aboriginal Population and Language Ability, 2001

Community	Total Population	Speak the Language	Mother Tongue
Inuktitut	4,378	1,035	760
Gwich'in	2,448	325	225
Slavey	6,251	2,605	1,835
Dogrib	4,691	2,255	1,835
Chipewyan	2,297	735	450
Cree	709	250	155

Source: Statistics Canada, 2001 Census

Between 1984 and 1999, the percentage of Aboriginal people who could speak their language declined by 9% among Inuvialuit speakers, 15% among those speaking Gwich'in, 16% for Slavey, 19% for Chipewyan and 13% for Cree. In contrast the number of Dogrib speakers declined by some 4%. This pattern, for those 15+ years of age, is illustrated in **Figure 2** below. In almost all language communities, the percentage of the population able to speak an Aboriginal language is highest for Elders. Only in Dogrib communities is the ability to speak their language more consistently dispersed amongst age groups. In all cases, language use has declined over time.

Figure 2, Change in Language Ability (Age 15+), 1984 to 1999



Source: 1999 Labour Force Survey

The complete Language Profile Summary for each of the Aboriginal language communities in the NWT, including conclusions based on the analysis, is provided in Appendix E.

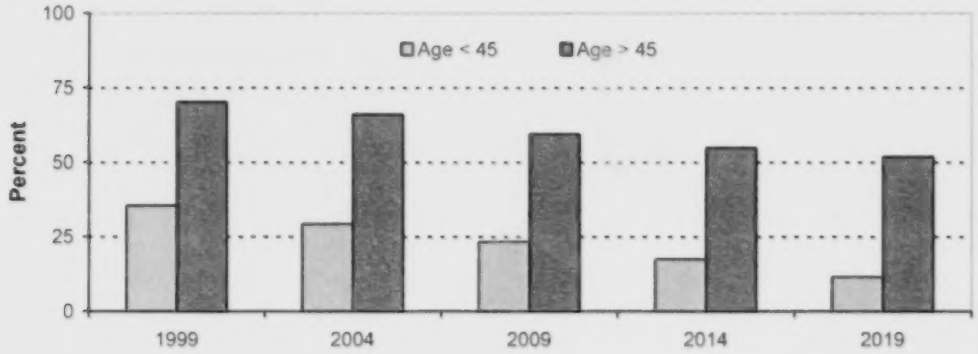
The estimates of Aboriginal language community size in **Table 1** on page 11, extrapolated from 1998 estimates and band data, yield a total Aboriginal population of some 20,767 in 2001. The 2001 Census total for the NWT Aboriginal population was estimated to be 20,773.[31]

Consequently, the extrapolated figures appear to be reasonably accurate and therefore serve as the basis for analysis. By using NWT population projections and data for the historical proportions of Aboriginal and non-Aboriginal residents by age, it is possible to project population size for the Aboriginal language communities from previously known levels. Combining these projected changes in Aboriginal population size and known levels of ability to speak a given Aboriginal language, the result can be applied in subsequent age cohorts to estimate how the ability to speak an Aboriginal language in each age group may change over time, given certain assumptions.

The outcome of these calculations for individuals less than and greater than 45 years of age is shown in **Figure 3**. The projections indicate that the ability to speak an Aboriginal language will diminish much sooner for younger than older Aboriginal residents.

[31] Statistics Quarterly, September 2003.

Figure 3, Projected Percent of Aboriginal Population by Selected Age Cohort, Able to Speak their Language, 1999 to 2019

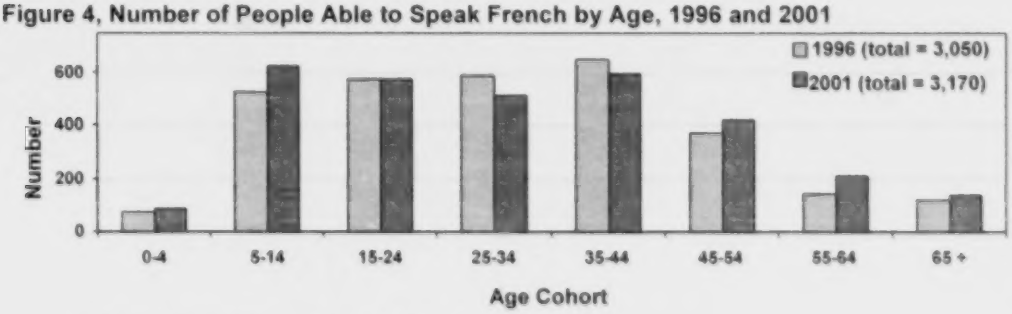


Source: 1999 Labour Force Survey; Bureau of Statistics

2.3 French Language Trends in the NWT

The French language population in the NWT is also comparatively small although its strength and sustainability are different given the language's strong presence elsewhere in Canada and the world. In 2001, the total number of people that reported French as their mother tongue was about 950 or 2% of the NWT population while a total of 3,170 people, or some 8% of the NWT population, reported being able to speak French. The age distribution of people able to speak French remained relatively unchanged between 1996 and 2001 (**Figure 4**). Whereas during this period there was a slight increase in the number of people able to speak French, from 3,050 to 3,170, there was a decline in the number of those identifying French as their mother tongue (**Figure 5**). Unlike the age distribution of individuals able to speak French (which is more like that of Aboriginal language communities in the NWT), the distribution for mother tongue indicates that this population is largely made up of adults between 25 and 54 years of age.

Figure 4, Number of People Able to Speak French by Age, 1996 and 2001



Source: Statistics Canada, 1996 and 2001 Census

Figure 5, Number of People with French as their Mother Tongue by Age, 1996 and 2001

Source: Statistics Canada, 1996 and 2001 Census

Almost 90% of the NWT Francophone population was born outside the NWT. The population is concentrated largely in Yellowknife with smaller French language communities in Hay River, Fort Smith and Inuvik.

The French mother tongue population almost tripled between 1951 and 1996[32] but consists largely of adults with only 8.3% being under age 15 years compared to 29% for the NWT as a whole. With respect to labour force occupation, the largest group of Francophones (19.7%) are involved in public administration followed by those in education (11.2%), in health and social services (9.9%) and in transportation (8.6%).

2.4 The Canada-NWT Cooperation Agreement

In January 2000, the GNWT and Canada renewed the Agreement committing the Department of Canadian Heritage to provide $17.5 million over five years (1999/00 to 2003/04) to the GNWT to implement the Agreement's various objectives. As well, the GNWT annually budgets over $440,000 for Aboriginal language supports. The Agreement obliged the GNWT to provide French language services but does not do so for Aboriginal language services. Instead that is a commitment made within the *Official Languages Act*. The Agreement's French and Aboriginal purpose and objectives are presented in **Table 3** below.

[32] La Federation des communautes Francophones et acadiennne du Canada. Francophone Community Profile of the NWT.

Table 3, Cooperation Agreement Purpose and Objectives

French Language	Aboriginal Languages
Purpose	
• To ensure "the provision of GNWT initiatives and services required by the NWT *Official Languages Act* and supporting the development of the Francophone community." • To support "any other related purpose as may agreed upon by Canada and the GNWT."	• To protect "the cultural identity of the NWT Aboriginal peoples through the promotion of language use and providing for community involvement." • To support "any other related purpose as may be agreed upon by Canada and the GNWT."
Objectives	
• To ensure the provision of GNWT programs and services required under the *Official Languages Act* of the Northwest Territories. • To provide administrative and policy support for the implementation of the *Official Languages Act* of the Northwest Territories. • To support the community and cultural development of the Francophone community.	• To provide for the development and implementation of language revitalization, maintenance and enhancement activities by Aboriginal language communities. • To provide GNWT programs which support the revitalization, maintenance and enhancement of the NWT's official Aboriginal languages. • To provide language resources and technical support to assist with the delivery of GNWT programs and services that promote the use of NWT languages as living and working languages.

The Language Services Section of the Department of Education, Culture and Employment administers the Agreement on behalf of the GNWT. It also manages government expenditures as well as the French language contribution, while the Department's Culture, Heritage and Languages Section has direct responsibility for monitoring the Aboriginal languages community-based contribution agreements.

The GNWT itself expends approximately 54% of the funding provided for Aboriginal languages in support of the NWT's official languages and 91% of the French language funding to provide official language programs and services as well as administrative and policy support for the implementation of the *Official Languages Act*. The remainder is distributed to the different language communities for the purpose of meeting their community-based objectives. This amounted to some $4.35 million over five years for the Aboriginal communities and $725,000 over five years also for the French language community.

A July 2000 amendment revised the annual contributions by Canada and reallocated those community-based Aboriginal funds not expended in the Agreement's first year as a result of the delay in formal signing. The reallocation was distributed equally over the second and third

years. The French language funding was reallocated in the second year only. As well in the first year, the population figures were updated based on supplementary data and the community-based figures were recalculated accordingly for the remainder of the Agreement period.

The Agreement's approach and perhaps its most significant initiative was its allocation of Aboriginal community-based funding. Based on the collective experience with the previous agreements and on consultations undertaken by the GNWT, this strategic shift emerged from a consensus view that it was a timely and appropriate step that enabled communities to assume greater control over the decisions regarding language activity development and expenditures. The funding distribution required the consideration of an appropriate and fair distribution formula, the identification of appropriate recipient organizations for each language community and the conclusion of annual contribution agreements. These administrative issues were resolved very soon after the Agreement came into effect. In a few cases, the funding recipient changed during the course of the Agreement as a result of administrative reorganizations. **Table 4** presents the organizations currently responsible for the community-based funds.

Table 4, Cooperation Agreement Funding Recipients, 2004

Language Community	Funding Recipient
French	Fédération Franco-TéNOise
Chipewyan	Akaitcho Territory Government
Cree	Northwest Territory Metis Nation
Dogrib	Rae Edzo Friendship Centre
Gwich'in	Gwich'in Tribal Council
Inuvialuktun/ Innuinnaqtun	Inuvialuit Regional Corporation
North Slavey	Sahtu Dene Council
South Slavey	Deh Cho First Nation

Another significant initiative was the preparation of Five-Year Language Action Plans by each Aboriginal language community, completed at the Agreement's outset. These Action Plans enabled the language communities to develop comprehensive strategies for undertaking their activities and contributed towards a strengthened context within which the GNWT assessed the annual proposals and activity reports. These plans effectively identified important activities and provided a focus for identifying and, in some cases, successfully securing supplementary funds outside of the Agreement in order to pursue related or complementary language initiatives. The French language community has prepared five-year business plans that essentially achieve the same ends.

The Agreement also provided one-time contributions for special projects including the SCOL initiative. This important legislative and policy review has resulted in comprehensive recommendations and a basis for amendments, completed in 2003, to the *Official Languages Act*. In 2001/02 and 2002/03, special project funding amounting to $200,000 for Aboriginal languages and $100,000 for the French language was provided to SCOL through the Agreement.

Furthermore, this Agreement also expanded and enhanced the role of the GNWT in administering the Agreement with greater control delegated by the Management Committee. The Management Committee facilitated communication and cooperation between the federal and territorial departments and agencies impacted by the Agreement. The Management Committee is co-chaired by federal and territorial representatives and is responsible for reviewing and approving the annual activity reports and financial statements, the evaluation framework and any other submissions made as part of the Agreement.

Within the context of the specific purposes and related objectives for the Aboriginal and French languages, the main activities funded by the Agreement included the following:

Aboriginal Languages

- *Objective 1* ($4.350 million) – plan preparation, implement community-based activities and create opportunities for inter-language communication and cooperation.
- *Objective 2* ($4.625 million) – Aurora College training, preparation of resource materials through the Teaching and Learning Centres, interpreter/ translator training and the promotion of Aboriginal languages.
- *Objective 3* ($0.525 million) – terminology development, language service coordination and sharing of reference materials.

French Language

- *Objective 1* ($6.115 million) – implement French official language guidelines, payment of bilingual bonuses, government translation and interpretation services, and the publication and distribution of public information.
- *Objective 2* ($1.160 million) – Agreement management including government language coordinator salaries and assignments, consultation with the Francophone

community, provide government-wide assistance for language services, promote French language services and monitor and report on policy and guidelines.

- *Objective 3* ($0.725 million) – community and cultural development activities.

3. Case Studies

The evaluation team prepared three case studies to illustrate the Agreement's contribution to and potential for supporting the French and Aboriginal languages in the NWT. These are presented below and highlight both the benefits and the challenges associated with this Agreement. The case study selection criteria and methodology are described in detail in Appendix D.

Taken together, the case studies offer a number of lessons that could inform the nature or structure of a future *Canada-NWT Cooperation Agreement* and its contribution to the language communities. These are:

- every community effort requires local leaders who are strongly committed and will devote the time and energy required to ensure that programs are successfully meeting community needs.

- community programs and activities have to be creative and adaptive in order both to cope with the apparent omnipresent scenario of limited funds and to encourage people – young and old – to become involved.

- community activities have to be engaging, interesting and locally relevant in order to appeal and to succeed.

- broadly based and sustained community support is vital if the activity is to have the human and financial resources it needs in order to succeed and to have an impact. Community support means volunteers as well as financial and in-kind support.

- community projects would benefit measurably from predictable and stable government support, simplified application processes, an equitable formula for distributing funds based on valid data, and enhanced funding given that there are very few alternate funding sources.

Holman Case Study

Holman – or *Uluksaqtuuq* meaning "place where one finds material to make *ulus*" – is located on Victoria Island and is the most easterly community in the Inuvialuit Settlement Region (ISR). Although part of the western region, Holman has linguistic and traditional ties with the Inuit of the Central Arctic. There are three Inuvialuktun dialects in the ISR. The people of Holman speak the *Kangiryuarmiut* dialect of the Innuinnaqtun language.

The Inuvialuit Cultural Resource Centre (ICRC) opened in 1998 as part of the Inuvialuit Regional Corporation and supports language and culture projects in the region. The Corporation is the recipient of the contribution agreement with the GNWT for the implementation of the Inuvialuit Language Plan. The Language Plan identified a number of challenges, priorities and activities including building awareness of the importance of preserving/revitalizing the language, strengthening existing programs, developing new initiatives and building community capacity.

Three projects in Holman have received Agreement funding, i.e. the *Holman Dictionary and Language Development Program*, the *Mom's and Tots Program* and the *Tuhangnarvik Radio Show*. The community also has daycare and pre-school programs that include Innuinnaqtun language components. Emily Kudlak, the Holman Language Coordinator, manages all the projects.

The **Holman Dictionary Project** is currently in its third year with work underway to revise the first edition (1983) of the Kangiryarmiut Dictionary. Emily Kudlak and Alice Kaodloak are primarily responsible for the project whose goal is to preserve and develop the language through work on a comprehensive dictionary. An electronic database prepared for the Siglit dialect dictionary is being used as a template for updating this dictionary. New terminology development and some amendments to the first edition are underway through the recording of the words and verification of the correct spelling by Elders in the community. The recording of the sounds will help with language preservation as it provides the essential cultural and oral context within which the meaning of words takes on a vital dimension. A decision regarding its publication is expected in the next fiscal year.

The language has two writing systems with the more recent better reflecting pronunciation and suitability for language students. The spelling of some words requires verification by linguists that have contributed to the modern system of writing. It is understood that this is a long, slow

and labour intensive process that will require sufficient time to complete. This project is expected to contribute immeasurably to language retention and learning in the long term. No fundraising has been planned or undertaken for this project.

For the last two years, the **Innuinnaqtun Moms and Tots Program** has been held every second Thursday evening from September to March. The average attendance for these two-hour sessions is about 10 children along with their moms, dads or other caregivers. Margaret Kagyut and Joanne Ogina, the community's family literacy coordinator, help Emily Kudlak develop the sessions. Margaret prepares the materials and snacks, mails out about 30 invitations to parents and faxes notices to the stores for posting. The program targets 3 and 4 year olds although everyone is welcome. Consistent attendance has been a challenge and in order to improve participation, the organizers have decided to move the program to Sunday afternoons.

The session begins with an 'Innuinnaqtun Circle Time' with word repetition and songs. Flash cards and pictures help the children recognize the objects, colours, numbers, shapes and names. Children learn different words and basic phrases to enable them to converse with parents and Elders.

A 'Rhyme with Me' session to enhance language skills and a book exchange are also part of the evening. Both of these are in English only. The program includes some healthy snacks – including country foods – when available.

The program coordinators believe the program has had a positive impact on the community. It provides parents with an opportunity to interact with their children and to strengthen their parenting skills within a structured cultural environment. It also encourages parents to expand their own language skills and to interact with other parents during this time. It also provides an opportunity to strengthen and pass on the language using interesting and fun activities. The program has received good support from the community.

The program is held in the Katimavik Hall that has been provided rent-free by the Hamlet. Individuals have received training for the 'Rhyme with Me' program but the need for better-trained language and literacy instructors has been identified by the community.

Annie Joss and Noah Akhiatak host Holman's **Tuhangnarvik Radio Show** airing on Fridays between 1:00 and 3:00 pm. It provides community announcements in English and Innuinnaqtun and plays a variety of music including some local recordings. Another important initiative is the participation of students from the Helen Kalvak Elihakvik (school) as part of the school's student workplace program. Students learn about radio programming and assist with making announcements. As a result, they come to appreciate the importance of language.

A one-hour call-in segment has been developed for the enjoyment of the community and to assist children learn Innuinnaqtun. Each week a different contest encourages residents under the age of 25 years, to compete for cash prizes and movie rentals. Contests during the Christmas season have included creating Innuinnaqtun reindeer names and the singing of Christmas songs in Innuinnaqtun. These contests are designed to encourage children to talk with parents, teachers and Elders and to learn new words and songs. This segment of the broadcast is very popular with more than half of the households in the community listening on a regular basis. During the Christmas song competition, some 35 phone calls were received.

The program organizers carefully considered the use of cash prizes and decided that this was an incentive for increased participation. They believe that the program has made younger students more receptive to learning their language and more respectful of their culture. The community Elders have publicly recognized the program's importance in promoting and preserving the language.

The radio program is supported by a number of community sponsors as well as by proceeds from the sale of the *Innuinnaqtun Basic Learning Booklet*, a $20.00 resource that includes a CD. This learning tool was developed for Innuinnaqtun language courses and is used in the school system. Annie and Noah also use this book as part of the radio program. Other organizations have made donations and grants or contributions, and have provided in-kind support. This

support provides for salaries, new equipment, the donation of music and the use of the small building for the radio broadcast.

Emily attributes the program's success to the community's support and interest, as well as to the program's design and the announcers' enthusiasm and flexibility.

Innuinnaqtun language programs have also been introduced into the community's Day Care and Pre-School Playgroup programs. Every Friday, for example, Mary Akoakhion provides storytelling and language lessons for the daycare children. The daycare and pre-school each employs two caregivers and one language instructor. There are about 8 children enrolled in the day care and over 10 in the pre-school playgroup. Both include an 'Innuinnaqtun Circle Time' that encourages language use.

As an Elder, Mary provides the daycare children with an opportunity to interact with someone fluent in the language. She also provides traditional food snacks that the children enjoy. Margaret Kagyut, from the Moms and Tots program, works with the pre-school playgroup as well. She has prepared a curriculum that includes Innuinnaqtun songs and lessons.

The ICRC and the community attribute these programs' success to the community's interest in revitalizing and retaining their Innuinnaqtun language. As well, the Elder's Committee has made positive comments about the activities and their contribution to language and culture in general. Emily's commitment, enthusiasm and skills as the local Language Coordinator also contributes to the activities' impact and success. She encourages ideas and actively participates in and contributes to many programs as well as taking the lead role in the Dictionary project. The Inuvialuit Cultural Resource Centre staff are also credited with providing consistently good support.

With the in-kind assistance and the involvement of Elders, the activities have good, accessible space and can provide compensation for the instructors, prizes and nutritious snacks. While funding delays have created some concerns, the ICRC provides good support through ongoing communication and the preparation of reports. The community also receives administrative support from the Holman Community Corporation (HCC). The HCC receives a small

administration fee to administer the accounts for Emily. This allows Emily to focus on the activities themselves. Funding enhancements would contribute to greater stability of year-to-year activities as funding delays have prevented the activities from being initiated in a timely way. Those delays were identified as a limiting factor.

Radio Taïga Case Study

Radio Taïga is a French language radio station broadcasting from Yellowknife. It went on the air in September 2001 after several years of planning. The station broadcasts twenty-four hours a day, seven days a week in the Yellowknife area. Twenty-five hours of locally produced programming is aired each week, including daily news bulletins and a weekly public affairs program with information provided by *L'Aquilon*, the NWT's French language newspaper. The remainder of the programming is obtained from the Réseau Francophone d'Amérique (the Francophone Network of America) and Radio Canada Galaxie.

Radio Taïga's mission is "to offer the Francophone and Francophile population of Yellowknife a local French language radio station that reflects the interests and concerns of the community." Its objectives are:

- to provide the Francophone population with a means of receiving local information in French;
- to educate and entertain the Francophone and Francophile community; and
- to contribute, more generally, to the promotion of the French language and culture in Yellowknife and the NWT.

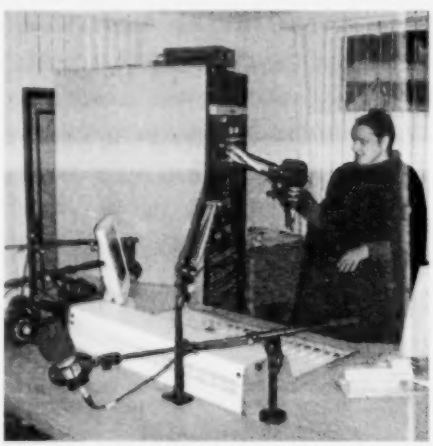
Objective 3 of the Agreement Action Plan is to support the community and cultural development of the Francophone community. The first result expected under this objective is that "The NWT's Francophone community achieves its community and cultural development goals and objectives."

Radio Taïga's core activities include the production and airing of local programming with a team of volunteers, in collaboration with schools and L'Aquilon, and marketing, promotion, and fundraising.

Radio Taïga has had particular success involving youth in developing the station's programs. Students in the local Francophone and immersion schools have created over 20 special programs, for example:

- students from William McDonald School produced several half-hour programs as well as some promotional segments;
- students from l'Ecole St Joseph also produced several half-hour programs with the help of their teachers;
- students from Ecole Allain St-Cyr co-hosted programs during the annual radiothon; and
- some students from Ecole Allain St-Cyr produced promotional segments for the Expo-Livre event at Christmas time.

However, a lack of human resources compromised the goal of encouraging sustained youth involvement at the radio station. For example, a recent project for training youth to develop radio programs did not proceed as planned because the additional programming support requested by the specialist trainer could not be made available within the existing structure. There was apparently no timely response to a request for additional funds from the GNWT. Therefore, although funding for the specialist trainer's visit itself was eventually received, the program was cancelled.



Radio Taïga seeks to promote itself to Yellowknifers through involvement in community activities – both specifically Francophone (e.g. Bastille Day celebrations), and more community-wide (e.g. face painting at Folk on the Rocks).

Radio Taïga falls under the umbrella of the Association Franco-Culturelle de Yellowknife (the Franco-Cultural Association of Yellowknife – AFCY). As a result, it is not registered as a non-profit organization. Although the station acknowledges the potential benefits associated with non-profit status, the station's current financial status would not enable it to be a viable, independent entity. As an AFCY member organization, Radio Taïga reports on its funding through that agency.

The station has one full-time employee, the Executive Director, who carries out all day-to-day activities. Besides and executive committee who manages Radio Taïga, there is also a committee of radio volunteers who produce programs and undertake fundraising activities.

The extensive start-up costs associated with establishing a radio studio and purchasing equipment were covered through a special Canadian Heritage program. Radio Taïga receives funding through a number of sources including the GNWT, the Agreement and Canadian Heritage. It also raises money through activities such as its annual radio-thon and the sale of merchandise and advertising. Finally, the station receives in-k ontributions from the AFCY, namely accounting services and administrative support. The fundraising and in-kind support provides important community involvement for this service.

The Radio Taïga strategic planning process identified a number of challenges and priorities for the coming years. The primary challenge is ensuring a core level of funding in order to meet its mandate and its broadcasting license requirements. A number of challenges, have been identified that impact the operations, including:

- the lack of human resources. The station has only one employee, which limits potential activities.

- the limited potential for revenues beyond public funds. Its audience is not large enough to attract private advertisers and the federal and territorial governments do not usually use radio for advertising, although government print media advertising has proved to be a significant source of revenue for L'Aquilon.

- the cost of airing programs. The station would like to extend its signal strength to reach all NWT communities and thereby attract additional advertisers and the value of that advertising. However, the cost of expansion is prohibitive given the existing structure and operating cost structure.

- the practical limits on the number of potential volunteers. Without additional local volunteers, the station cannot increase the amount of local programming being aired in any sustainable cost per unit/program criteria.

A strategic priority for 2004/05 is to develop partnerships with funding agencies having an interest in the station's mandate.

To date, Radio Taïga has been successful in arranging high quality local French language programming, building an audience among Francophone Yellowknifers, developing collaborative programs with local schools, and bringing specialist educators to the community to build capacity in radio program development. As a result, the station received a Community Language Leader Award (as part of French Language Objective 2) in 2001/02. This award recognizes those who work actively at promoting and revitalizing their language.

Radio Taïga has also faced, and continues to face, a number of challenges and obstacles, particularly in the area of financing. The following lessons learned can be drawn from these experiences:

- the costs of establishing and maintaining a 24-hour community radio were greater than was initially expected and higher than the cost of establishing a similar station in other jurisdictions.

- the start-up period for a radio station has been longer than expected. It takes approximately five years after the station first goes on air to establish a listening audience, revenue sources, etc. As a result, the station will likely be dependent on outside funding for longer than originally estimated.

- the extent to which a sustainable volunteer base is available to create local programming should be carefully considered, as providing local programming is a core function and developing such programming requires considerable training and commitment on the part of volunteers, particularly if the station has little or no paid staff.

- ensure that someone with a strong technical background in radio oversees the initial plan for the station and equipment purchases. This will ensure that appropriate equipment is purchased and that the development plan is realistic.

- while in-kind support is a useful contribution to a station's survival, it also creates a dependency upon the supporting organization. When the in-kind service being provided is a necessary one from an administrative perspective (e.g. accounting), it can be problematic for the station to be dependent to that extent on other organizations.

- careful consideration of radio broadcasting licensing conditions is required. For example, Radio Taïga is required to record all of its programming and produce affidavits for the Canadian Radio-television and Telecommunications Commission. Additionally, they are required by their license to air local news programs, for which they are dependent on the capacity of L'Aquilon.

Goyatiko Language Centre Case Study

The Goyatiko Language Centre in Dettah has struggled to provide language services, programs and materials for the community, in part due to their inability to secure predictable and sustained language funding. Funding for language activities has been accessed through other sources, namely the Aboriginal Language Initiative (ALI) but aside from this, the community has not received Agreement funding. In the spirit of cooperation, the language coordinators for this activity agreed to share their challenges and suggestions for future agreements.

Dettah is located in the Akaitcho Territory and residents speak both the Dogrib and Chipewyan languages. This community, as well as the community of N'dilo, are nearly unique in that they have a predominantly Aboriginal population and many speak either one or both of these languages. The communities are located in the Akaitcho region but have strong ties with the Treaty 11 communities that are primarily Dogrib speakers.

Mary Rose Sundberg, Coordinator/ Instructor and Betty Harnum, Coordinator/ Instructor/ Linguist, have prepared proposals to secure language funding at the request of Elders and other community members who request Chipewyan and Dogrib language activities. Chipewyan language proposals are submitted to the Akaitcho Territory Government as the recipient of the Chipewyan funding. Dogrib proposals have been submitted to the former recipient, the Dogrib Community Services Board (DCSB), and the current recipient, the Rae Edzo Friendship Centre.

The coordinators have expressed some concerns with certain aspects of the provision of the funding. Their comments include:

- while it is the responsibility of the Teaching and Learning Centres (TLC) to produce resource materials for the schools in their language region, the Goyatiko Language Centre is often required to create their own materials for the delivery of activities. This is due in part from the withdrawal of the Dettah and N'dilo schools from the Dogrib Community Services Board. Other reasons include the difference in dialect and therefore, a lack of available material or the request to pay for TLC produced materials. With a limited budget, the centre cannot afford to purchase materials for distribution.
- more funding should be available for activities. While administrative support is important, too little of the available funding is being dedicated and applied to activities and production of materials.
- language coordinators experience frustration at lost opportunities to implement language initiatives if funding has been turned back to the government.
- the communities of Dettah and N'dilo choose to not actively participate in the planning of activities for the Dogrib and Chipewyan language communities. Without this voice, frustration is evident. As well, problems arise with the centre not located in the Dogrib region.

The coordinators made a number of recommendations, including:

- the communities within a language group could receive an equitable and fair portion of the base funding. For instance, with five communities in each language group, Dettah would receive $10,000 each from the Dogrib and Chipewyan recipients along with the per capita distribution. This potential $20,000 in funding is considered sufficient for establishing a part-time coordinator position and stable operating funding, which is not available through other funding sources.
- the GNWT should strengthen direct assistance to those communities that continue to struggle with either preparing proposals or the submission process itself. This reflects the existing limited administrative/ organizational capacity in a number of the language communities throughout the NWT.
- the GNWT should intervene on behalf of communities who are frustrated with the funding process, to ensure accountability. This action is seen as appropriate in meeting the obligations of the Agreement and specifically, the contribution agreements.
- language plans should be oriented towards Agreement funding only. This would facilitate the activity reporting.

- the GNWT should be more sensitive to the training needs of the language communities. For instance, there is a perceived demand for interpreter/ translator training in the regions. Language communities appreciate the opportunity to receive training near their home communities.
- In some cases, a review of the contribution agreement recipients is needed. It is felt that the language community representatives should be consulted in this process.

Notwithstanding these challenges, the language coordinators at the Goyatiko Language Centre expressed both pragmatic optimism and personal commitment to advancing the longer term goal of protecting the cultural identify of the NWT Aboriginal peoples through the promotion of language use and providing for community involvement. The perspective of the language coordinators is that their programs and activities are having an impact and consequently are contributing to language revitalization, maintenance and enhancement.

4. Findings

The Agreement evaluation focused on a broad range of specific research issues encompassed within four key areas of interest – rationale and relevance, administration and operations, effectiveness and impact, and future directions and recommendations. In addition to the case studies, the key informant interviews, focus group meetings and document review contributed to an understanding of these issues. **Table 5 (Appendix 5)** and **Table 6 (Appendix 6)**, at the end of this report, present the project's key findings relative to these research issues and provide a detailed summary of language communities' and stakeholder experiences, perspectives and expectations regarding the Agreement.

4.1 Overview of the Findings

In a general way the evidence and findings indicate the following.

- There is considerable satisfaction in all the language communities with the Agreement generally.

- Stakeholders believe that the Agreement's rationale remains strong while the Agreement itself remains relevant. Although language is not necessarily a priority among all the language communities, or in all the geographic communities, the Agreement is helping to promote awareness while sustaining a range of vital activities. Indeed, many of the current language activities could not continue without

the Agreement's funding, and without those activities, the languages' vitality would be further compromised and diminished.

Greater political will and commitment – at the community, territorial and federal levels – are required if the Agreement's objectives are to be advanced in the short-term and achieved in the longer term.

- The community-based funding is being administered, managed and delivered in a reasonably efficient and effective manner. Most importantly, its current management and operations are flexible and have demonstrated an ability to accommodate to the extent possible, the needs, priorities and current capacity of the different communities. Delayed payments and the uncertainty associated with that has been a problem in the past. Similarly the inability to "roll over" funds from one year to the next, in line with the realities of community capacity, means lost opportunities and requires some creative thinking to resolve.

  There is a strong consensus, however, on the need for strict accountability and on the value of measuring outcomes as well as outputs. Doing so will be a challenge given that some outcomes are not immediately evident, or indeed evident at all in the short term. This finding is consistent with the experience of other jurisdictions and governments.

- The Agreement's support is vital for sustaining for a wide range of relevant and meaningful language activities including cultural events, community awareness activities and the preparation and production of books, videos and dictionaries. Given the lack of funding alternatives, these activities simply would almost certainly not take place without the Agreement contribution. Importantly, the Agreement also ensures that some basic French language services are available and helps to ensure that the GNWT can serve northern residents in their own languages to the extent possible.

  At the same time, the findings emphasize that money alone is not enough to achieve the Agreement's goals. Without sustained political will at every level, without community leadership and commitment, without a coordinated approach based on shared responsibility among families, communities and government, the trend toward language loss will continue.

- There must be a continual effort to make the Agreement and it's funded programs ever more effective. Community involvement, well-trained and committed coordinators, the identification of clear goals, well-planned, age-appropriate "fun" events can all help to enhance program effectiveness and to stem language loss.

- The key findings of this evaluation are generally consistent with a number of other independent evaluations completed on various Canadian Heritage programs related to language initiatives, including the Aboriginal Language Initiative (ALI) and the Intergovernmental Cooperation Component of the Promotion of Official Languages Program, (French language) that document the challenges and success.

Those participating in the evaluation process offered a broad range of suggestions and recommendations for strengthening the Agreement and for enhancing its relevance, effectiveness and impact. They suggested, for example, the following.

- There must be a continuing effort to enhance interest in language and to develop effective tools. Enhanced legislation and programs are important as are strengthened political will and community involvement. There should also be ways of bringing the language communities together, on a regular basis, so they may share their experiences, benefit from each other's experiences and help to shape the Agreement's future.

- Efforts are needed to build community capacity and language infrastructure, perhaps by providing training to the language coordinators, by involving communities more fully in the Agreement's Management Committee, by clarifying roles and responsibilities, and by making language a day-to-day reality in northern life;

- Governments and communities need to assume a longer-term perspective, in part by making long-term investments and by allowing for multi-year funding. There must be an appropriate level of investment in language and the Agreement given both the level of apparent need and the lack of funding alternatives.

  In a pragmatic manner, stakeholders understand that resourcing language activities occurs within a broader, competitive environment where the needs of health care, education, infrastructure and other services must be considered. They emphasize, however, that language can be part of a solid foundation ensuring the effectiveness of these other services. Clearly there are competing and at times, conflicting views of what resources should be allocated. Funding is not an either/or situation but

rather a delicate balancing act among equally important community and government priorities.

- Languages can survive only if their transmission from one generation to the next is assured. There is an understanding that the primary responsibility for ensuring viability of Aboriginal languages resides with the family and the community. But, at this time, these families and communities require assistance as they endeavour to fulfil their responsibilities.

4.2 Findings on Rationale and Relevance

French

Language is a priority for the Francophone population and a key to maintaining their cultural identity. The French community expresses this priority through the level of engagement and commitment in the various activities undertaken across the NWT.

The Fédération Franco-TéNOise (FFT) distributes the community-based funding among participating organizations on a project basis. Activities are designed to promote French culture and language through cultural, educational and/ or sports events. Many programs are family oriented. The community-based funding provided through the Agreement is a small portion of the total funding received. Still, there is an expressed need for the ongoing funding of activities through the Agreement.

Many feel that the Agreement does not appear to be appropriately funded as the level of services in French provided by the GNWT, particularly in communities outside Yellowknife is considered insufficient. The French community has indicated their support of the Agreement 'intent' but not its implementation. The Agreement remains relevant, for this reason. It is recognized that the Agreement is a good source of funding and without the Agreement there would likely be very few French services in the NWT.

The GNWT provides translation and interpreter services through a number of government departments but struggle to provide more than the basic service. To complement the commitment of the GNWT to the provision of official language services, a number of suggestions were made including: a greater emphasis on projects that allow an exchange of issues between all language communities, the re-establishment of the 'consultative committee', clarifying the responsibilities of persons receiving the bilingual bonus, strengthening the role of the departmental language coordinators and an improvement to the overall awareness of official language requirements for all GNWT employees.

Aboriginal

The Agreement and its goals and objectives remain relevant in the context of the many continuing challenges faced by the language communities and in spite of language not necessarily being a sustained priority for governments, communities and families.

Language communities recognize and appreciate the Agreement's design including its five-year term that provides for flexibility and funding stability. The Agreement has had a significant impact on the number and range of activities undertaken across the NWT and many of these activities and programs would not likely or almost certainly have not occurred without this funding.

The Agreement also appears to be both effective in terms of furthering community and GNWT objectives and responsive to language community needs. This is attributed to the development of language plans and the ability of language communities and the GNWT to take into fuller consideration valid data in order to shape activities and manage implementation.

The language communities speak to the ongoing need for funding their activities. Language communities have accessed limited funding from other sources. The language communities agree that the Agreement is a good source of funding as it is geared to language activities, programs and services, particularly those that are culturally based. Some remain split on the effectiveness of the administration of the funding, primarily on how and when the funding is distributed. In all cases, language groups wish to see the Agreement continue and enhanced to meet future needs. The language communities wish to maintain the momentum created by the implementation of activities over the current and previous Agreements.

Stakeholders observed that there are limited funding initiatives (i.e. ALI) complementary to the Agreement that helps to protect, restore or sustain official languages in the NWT. Greater communication amongst all language groups and clearer regulations, mandates, and training would facilitate better coordination of initiatives across the government and communities. The language communities assert that the implementation of the SCOL recommendations through Bill 31, an amendment to the NWT *Official Languages Act*, would provide a focus for addressing language issues. A significant challenge is the understanding of the impacts and results of the initiative on program and service delivery as well as on the health of minority languages in the NWT.

4.3 Findings on Administration and Operations

French

The various departments through departmental language coordinators administer the provision of GNWT language services. Priorities are established annually and the departments allocate their budgets between various initiatives.

The community-based funding – programme de développement culturel et communautaire (PDCC) – is administered by the GNWT and FFT. This funding is distributed to various French organizations for project submissions approved at the FFT AGM.

Canadian Heritage has indicated that the reports submitted on the activities undertaken by the GNWT and the FFT do not meet Treasury Board guidelines. Greater financial detail has been requested to ensure appropriate allocation of Agreement funding as well as better reporting of results to measure effectiveness and impact of the Agreement. Recipients of the funding have mixed views of the monitoring and accountability requirements. Smaller organizations find the reporting process onerous, confusing and demanding. At times, the reporting requirements seem to outweigh the benefits of the funding. Even within the GNWT, the department coordinators expressed concern about the timing and complexity of the reporting. As well, the reporting requirements are not always clear and do not allow for reporting of non-quantifiable results or issues. Although the Agreement provides multi-year funding, some of the administrative benefits of multi-year funding are not realized as the reporting associated with this funding is on a yearly basis.

For the community-based funding, all activities are designed and organized by the local organization at the community level. In some cases, the local organizations work together under the umbrella of the FFT to host activities. The Francophone organizations appear to be satisfied with the current system of PDCC funding allocations. Community members actively participate in the design and delivery of activities through donations and in-kind support.

As a result of the 1984 agreement between Canada and the GNWT that stipulates Canada's commitment to funding 100% of French language services in the NWT, the GNWT does not supplement the Agreement funding. Without the Agreement funding, it is likely that no French services would be available, with the exception of the Department of Justice services. Having said this, many Francophones believe that the availability of government services does not reflect community priorities. The Francophone community has criticized the GNWT for not making government services available in a manner that reflects community priorities and needs.

Community members see being able to access GNWT services in French as integral to their language and cultural viability in the long-term.

Aboriginal

The current Agreement incorporated community-based allocation of a portion of the funding for Aboriginal languages. This important initiative created the need for the GNWT, in partnership with the language communities, to resolve a number of administrative requirements that would affect the operations of the Agreement, including how the funding would be distributed and who would receive the funding on behalf of the language community. For the most part, the funding formula addressing these issues is seen as fair and equitable and the Aboriginal language communities appreciate having more direct control of activity development and associated expenditures.

Some language communities have extended this formula to the community level. While this provides those communities with a proportionate share of the funding, communities with a small population receive a very small share of the available funding due to the formula's per capita allocation component. Other language communities administer their funding on a proposal submission basis. This too has created some problems for communities that struggle with identifying activities and lack the capacity to prepare proposals.

In consultation with the language communities, the GNWT selects the recipient of the community-based funding. In certain of the language communities, this recipient has changed over the Agreement's term. For the most part, contribution agreement recipients act as the funding authority with language coordinators being primarily responsible for the detailed administration of the funds.

In some cases it was suggested that the administration fees charged by some political organizations is disproportionate to the total level of activity finding available in that region.

There are many challenges with respect to mandated accountability and reporting:

- language communities and government departments continue to struggle with providing appropriate detail in a consistent format and timely fashion. Language communities and some government services continue to struggle with meeting the need for results-based reporting in part due to the absence of a clear, consistent and agreed upon format;

- many stakeholders consider the reporting requirements to be unduly complex and onerous and it has been observed that the demands of financial management and reporting are not commensurate with the actual funding levels being managed. It has been suggested by a number of organizations that the reporting requirements can, at times, outweigh the benefits of the funding received;

- recipients are required to resubmit or supplement the reports to meet the needs of the GNWT and Canada, primarily with respect to the amount of financial detail. Canadian Heritage has indicated that the reports submitted on the activities are not sufficient. There is a perceived lack of coordination and communication within and across language communities and government departments. Very often, recipients are accessing a number of funding sources for their activities and as a result, it is difficult to report on the expenditure of funds from one source. Similarly from an evaluation perspective, it is difficult to compartmentalize the impact of the different funding sources;

- different funding sources often impose different reporting requirements, processes and deadlines, thereby increasing the administrative burden on language communities. It was expressed that administrative burden is a key factor contributing to staff turn over; and

- when report submissions or reviews by the GNWT are not completed on time, funds cannot be advanced often creating delays in the delivery of activities and periodically creating a disincentive for future initiatives.

Language communities identified the importance of direct and sustained community involvement, not only as participants but also in shaping the Agreement and its funded activities. Elder involvement in program design and implementation is highly valued in the Aboriginal communities. For the most part, all language communities structure their activities around children, youth and some adult/ family-oriented programs. The level of involvement by community members varies considerably by type of activity and target group. The evidence shows that smaller communities enjoy particular success in this way.

Program and activity design generally reflects community and government priorities. The Aboriginal language communities identify annual activities, structured around the strategic language plans prepared at the outset of the Agreement.

4.4 Findings on Effectiveness and Impacts

French

The French language community does not feel that the Agreement has changed the overall level of services offered in French. It is perceived that the use of French in day-to-day activities is increasing among community members. The demand for services is also increasing. The French community suggested that it is difficult to attribute increased language use to the Agreement as a majority of funding for related language activities is through other sources. Attributing impact to the Agreement, as part of a broader effort therefore is quite impractical and often difficult, as the reporting does not address a results-based approach.

All communities with a cultural association appear to have programs that are effective in terms of receiving community support and involvement – the very existence of programs and activities is an indicator of success. The Agreement has contributed these successes by providing funding to these organizations.

Successful GNWT initiatives include the provision of translation services by the Department of Justice (both mandated and on a requested basis), the provision of language services at Stanton Territorial Hospital, 24 hours a day, within a half hour of the request, and various workshops and awareness initiatives and activities, just to name a few. Alternatively, the promotion of official languages and the provision of services by the GNWT are considered inadequate or unreliable by the French community.

Without the Agreement, the level of French language services would be considerably lessened. In some cases, the need cannot be met with the resurgence of interest in language and while the activity and service levels of the Agreement are considered 'uneven', it has unquestionably contributed to greater interest in activities, certainly at the community level. Combined with other funding sources, it is thought that progress towards the Agreement's goals – and the language communities' own goals – is being achieved.

The lessons learned from this Agreement include the need for:

- a strategic plan for language support that includes the role of the Agreement;
- GNWT proposals to include objectives, results and performance measures; and
- greater will and support by the GNWT for the provision of French services.

It is perceived by the Francophone community that the resources provided by the Agreement are being used as effectively as possible through its flexibility and design. The PDCC is responsive to community needs. The relationship between the GNWT and Francophone organizations is currently viewed as strained but the FFT does not want the GNWT to abdicate its responsibilities to provide services in French. In terms of improving service delivery, the FFT has suggested a one-window approach to the provision of GNWT services. The health services provided are considered very good but a number of service provisions are considered weak, including:

The additional workload and resources required to meet reporting requirements;

- accountability results are needed;
- promotion of available services could be improved; and
- administration of the Agreement overall.

Aboriginal

At the community level, the Agreement's impact has not been adequately or consistently measured and consequently, is not well understood. It has been suggested that in light of both the operating realities within which language initiatives and services occur and the complexity of language retention efforts, it is not possible to provide clear quantitative 'evidence' of impact or success. Nevertheless stakeholders firmly believe that without the Agreement, communities would not have even the basic tools to maintain and preserve their languages. That impact, they suggest, is clear.

The Aboriginal communities expressed some concerns about the appropriate distribution of funding within the various objectives. The GNWT and language communities each feel that they are providing adequate service levels given demonstrated need and within the constraints of the operating environment but it is perceived that there will be greater demand for language services as language activities and use increase, and as the Agreement has more impact. There is a conundrum: as the Agreement has greater impact, linguistic awareness will be enhanced and there may be ever-greater demand and need for government support and services. Another consideration in this regard is the high mobility rates of NWT residents, particularly the migration of Aboriginal peoples from smaller communities to the larger regional centres – with Yellowknife being the fastest growing Aboriginal community. This will likely put further demands on a range of language programs and services as a result of a greater mix of minority languages in any one community.

Many stakeholders believe that the Agreement has resulted in a better awareness of language health and has contributed to a clearer vision of programming, possibly as a result of the preparation of language plans as well as the attention that language issues received during the SCOL process.

The findings indicate certain characteristics associated with more and less effective programs:

- characteristics of effective community programs include realistic and clear outcomes, community involvement, cultural relevance and sound financial management. These programs respond to a clear demand or community need, appeal to a wide range of participants, are well planned and have a dependable base of volunteers; and

- less effective programs are those that are not consistent, reliable or sufficiently broad in scope, potentially due to a lack of resources, focus or community support.

The language communities provided numerous examples of 'lessons-learned' not the least of which is the need for sustained and consistent community support and the importance of program coordination and integration wherever possible with other community activities and priorities. These can be enhanced through the adoption of a strategic planning or business planning approach to government services. The inclusion of results and performance measures in these plans and proposals is important to understand the impact of programs and services. Generally, activities that have been developed as part of strategic language plans (which were prepared with significant consultation) are viewed as successful.

Language communities generally feel that Agreement resources are being used effectively as a result of the strategic planning, reporting and accountability measures in place. Programs and service levels, however, could benefit from increased coordination and active cooperation:

- communication between the GNWT, particularly the education authorities and language communities, needs to be expanded, formalized and more consistent; and

- there is a need for better communication between language groups and the government to minimize potential duplication in the use of limited resources and seeking efficiencies through economies of scale. Additionally, opportunities for internal re-distribution can be created which would identify and make use of potentially under-expended funds in certain areas.

It was generally held that the GNWT appears to be responsive to the complexities inherent in delivering the language activities. Indeed, in some cases, language coordinators work more closely with GNWT representatives than the regional funding recipient. This communication link is important given the limited administrative capacities amongst some recipients. Improvements are possible, however, for example:

- administrative training and enhanced support for language communities have been identified as necessary to improve the Agreement's operations, including improved reporting and accountability;
- results-based reporting for government programs and services as well as community-based activities is needed;
- reporting improvements are necessary but need to be respectful of and responsive to community capacity issues;
- communities could benefit from the creation of a public repository for relevant materials produced by all language communities encompassed within the Agreement; and
- greater efforts to actively promote available government services are also required.

4.5 Findings on Future Directions and Recommendations

French

The factors that influence language sustainability include the availability of social and cultural activities as well as the infrastructure to provide educational activities. Service provision is impacted by sufficient support, promotion and recognition of minority languages by the GNWT, a 'proactive' service response, good coordination of programs and services as well as a public repository for better documentation access.

The Francophone community has suggested that a critical element to a strategy that supports, protects and fosters French language in the NWT is the development of an action plan that incorporates the Agreement.

The French community has also suggested that the Agreement be divided into two separate agreements, or alternatively that the PDCC funding be removed from the Agreement altogether in order to reduce the administrative complexity of this funding. The Agreement should include

more specific reporting and accounting requirements. The Francophone organizations would also like to see more direct community input into the content of the Agreement. Importantly, the Francophone community appreciates the flexibility of the Agreement allowing communities to determine the priorities and needs.

Multi-year funding, redistribution of funds and the carry-over of monies from one year to the next were other suggestions offered not only by the French community but by the Aboriginal communities as well.

All the language communities suggested enhanced funding levels as a means of strengthening languages in the NWT and progressing toward the Agreement's goals and objectives. Beyond this financial support, the provision of French language services in the NWT could be better supported and coordinated by the GNWT. A greater level of commitment through the implementation of the *Official Languages Act*, particularly the amendments introduced as a result of the SCOL recommendations is needed.

Aboriginal

Stakeholders offered a variety of suggestions focusing primarily on two areas: the strengthening of the governments' obligations in the delivery of official language services and administrative and operational improvements to the Agreement.

To sustain a language, there must be a willingness in government to recognize the importance of languages to a culture and community, and to the overall health and well being of the language community. The opportunity to hear and speak languages must be strengthened both for informal social and cultural activities and for formal activities within, for example, the educational system or the labour market. *Realistic* measures must be defined and established to gauge the Agreement's impact on language use and its contribution to community well being.

The Aboriginal language communities generally agreed that the community-based funding allocation is equitable but suggested that population figures should be updated more regularly based on valid and reliable data sources. Given that smaller more remote communities have to struggle with higher service costs and a smaller share of the funding, stakeholders also suggested that a 'remoteness factor' be considered either within the formula or as a supplementary adjustment.

All the language communities requested representation, or as a minimum a voice in shaping the negotiation approach, during the Canada/GNWT Agreement negotiations. Caution was raised

regarding any increased administration requirements and amending the ability of communities to determine their own priorities would be detrimental to the Agreement arrangements.

Stakeholders offered a number of other administrative and operational improvements including:

- improving communication and coordination across the different language communities;
- placing greater emphasis on developing resource materials and establishing a central repository that would enable the communities to access and share resources;
- clarifying and updating the criteria for ensuring consistency in reporting, financial accountability and proposal review;
- establishing clear obligations and responsibilities of the Agreement and *Official Languages Act* for bilingual employees receiving the bilingual bonuses;
- improving the funding administration to minimize potential funding lapses; and
- better coordination of and cooperation among GNWT programs and services and community initiatives to support common goals.

5. Conclusions and Recommendations

Language lies at the very heart of a community's being. It constitutes a link with their past – "*a 1-800 number to my ancestors*" – and a guide for their future. It is "*a peg to hang the culture on,*"[33] a tool for understanding the past and a support for people as they progress into their future. There is a clear and proven link between "*self-image and ... success.*"[34] Language diversity, very simply, gives children and adults an additional set of tools that they can use throughout their lives, whether in school, in play or in work.

The many different language communities in the NWT – both Aboriginal and French – appreciate the importance and value of language. So do the territorial and federal governments, which in 2000, signed the *Canada-NWT Cooperation Agreement* for French and Aboriginal Languages in the Northwest Territories. The challenges facing these communities and governments, and facing the Agreement itself, are many since "*the odds against reviving a*

[33] Abley, 2003:118.
[34] Ontario, Ministry of Education, 2001:1.

language are long [and] ... the obstacles are many. The archives of history are filled with ghostly voices. [But] Is that any reason to give up the struggle?"[35]

The Aboriginal and French language communities in the NWT are facing a formidable struggle as the number of speakers declines, as speakers grow older and as their traditional languages lose their appeal among the younger generations. But the Maoris in New Zealand, the Welsh in Wales, the Faeroe Islanders north of Scotland and the Jews in Israel have all shown that endangered and almost extinct languages can be modernized, made relevant and revitalized.

The experience of these international communities and the literature describing their experiences indicate what is needed to restore dying languages, for example commitment, resources and leaders. In the NWT, the Cooperation Agreement is a five-year $17 million resource for building commitment, for enabling champions to pursue their dreams and for supporting communities as they work toward their linguistic goals and objectives.

The Agreement is designed to provide funding for the implementation of French as an official language and for the revitalization, maintenance and enhancement of the Aboriginal languages in the NWT. The Agreement:

- establishes partnerships between government and the language communities for this purpose;
- supports a variety of multilingual government programs and services and is responsible for the development of a variety of language resources; and
- funds a wide range of community activities designed to promote language awareness, knowledge and ability.

5.1 Successes

The evaluation indicates that the Agreement has successfully contributed to revitalizing, enhancing and promoting Aboriginal languages in the NWT while providing adequate official language programs and services for both Aboriginal and French languages, within the many identified constraints.

[35] Abley, 2003:229.

The Agreement, for example, strengthened community capacity by engaging communities in the planning processes needed to develop multi-year activity plans. This new capacity and capability will not only benefit the minority languages but can be applied to a host of community endeavours in the future. Similarly the in-kind contributions given to some of the language projects – for example to Radio Taïga – may help foster a tradition of local responsibility and a sense of local ownership. This too may carry over to other endeavours in the future. Furthermore, the skills developed in order to meet the Agreement's requirements or to implement Agreement-funded activities are of immeasurable benefit to not only the individuals being trained but to the communities in which they live.

Most importantly, perhaps, there are now a wide range of worthwhile and well-supported community projects. The Holman dictionary project, the Innuinnaqtun Moms and Tots program, the Tuhaŋgnarvik radio show, the introduction of traditional language to preschool children, the development of new resource materials including videos and CDs, the fun activities sponsored by Agreement-funded organizations, and the involvement of high school students in French language radio production, for instance, all benefited from the Agreement and may not exist if not for the Agreement's funding.

The evaluation found that the Agreement's rationale remains as strong in 2004 as in 2000 and indeed even more so given the continuing pressure on minority languages in the NWT. The Agreement will remain relevant as long as English remains the language of work, of success and "*of authority*" in the NWT.

Similarly the evaluation found that the community-based funding is being administered in an effective and efficient manner. It has proven to be reasonably flexible while meeting the accountability requirements. It has treated the different communities in an equitable manner, no small accomplishment given the level of need and the potential for competition rather than cooperation.

Finally, the evaluation found that the Agreement is a reasonably effective tool for achieving the linguistic goals and objectives of the different language communities and governments in the NWT. And it has provided lessons that illustrate what contributes to effective programs at the community level. These lessons can be shared across communities and may well serve to enhance the Agreement's impact in future.

Recommendation 1

To build on these strengths, Canada and the GNWT should renew the Cooperation Agreement in order to continue funding language activities, programs and support that promote official languages in the NWT. More specifically, Canada and the GNWT should:

- negotiate a new five-year term Agreement commencing in 2005/06, based on the purpose and objectives identified in the current Agreement for the French and Aboriginal language communities;
- include in the Agreement a clear and strong statement expressing governments' commitment to language diversity in the NWT;
- continue using the Aboriginal community-based funding model established under the current Agreement;
- provide a mechanism within the Agreement to address implementation and management issues;
- revisit the current Agreement's evaluation framework in order to provide practical measures and indicators for measuring the Agreement's impact. These should be developed in consultation with the language communities and be in place prior to the new Agreement being implemented. Furthermore, the governments should provide the language communities with the reliable and updated data required for their planning purposes; and
- provide a mechanism for greater language community involvement in the Agreement renewal process, even while recognizing and respecting the bilateral government-to-government nature of the Agreement.

5.2 Challenges

This evaluation indicates that the Agreement faces many challenges. One is a funding level that may not be adequate given the need and the desire for additional resources commensurate with the scale of the undertaking. Funding levels will always be an issue particularly if language programs are made to compete with programs that offer more immediately tangible and visible benefits. Funding levels and priorities need to reflect communities' longer-term vision as well as their short-term necessities.

The limited flexibility within the funding allocation process presents another challenge. Key informants often raised the issue of their not being able to carry over unexpended funding from one year to the next. There is a need to more formally coordinate the GNWT departments' internal reallocation of unexpended funding to ensure available resources are targeted to language initiatives and services.

Recommendation 2

To meet these challenges, Canada and the GNWT should explore and develop funding arrangements that better meet the needs of the Aboriginal language communities. More specifically:

- Canada and the GNWT should update population and other statistical data relevant to the funding formula;
- Canada and the GNWT should accommodate the unique needs of smaller language communities by establishing a minimum base funding threshold that will sustain some level of activity;
- the language communities should endeavour to develop community-based sources of ongoing financial and in-kind support as an expression of community ownership and responsibility;
- governments and language communities should establish clear guidelines on the proportion of total funding that can be charged for administrative rather than program purposes;
- Canada and GNWT should undertake to develop administrative capacity in communities where such is required for the purposes of Agreement funded activities. While recognizing and respecting the fact that each language community wishes to administer the Agreement funding in different ways, depending upon their own priorities, the GNWT (through the contribution agreements) should more fully recognize the inherent capacity limitations of some organizations and assist communities with financial accountability requirements and processes in order to facilitate timely distribution of funds and activity delivery; and
- Canada and the GNWT should assess the feasibility of multi-year funding mechanisms, carry over provisions and reporting systems that satisfy standard accountability requirements while respecting the limited administrative capacity of some communities.

A third challenge has to do with administrative processes that are not always timely or adequately responsive to community wishes and sensitivities, and with governmental processes that may not adequately include community representation. Stakeholders wished to be more fully engaged, for example, in the intergovernmental processes negotiating new cooperation agreements.

Communities spoke also of unduly onerous administrative, reporting and accountability requirements that were not commensurate with the size of their funding allocations. Too much time, they said, was spent reporting rather than doing and – occasionally – duplicating work already done.

A fourth challenge is that many of the language communities are being pushed beyond their sustainable limits. Capacity issues at the community level have resulted in high staff turnover levels and, in some cases, in organizations not expending their full funding allocations even

while others do not have all the resources they are capable of using. Additionally, virtually all the language communities identified the struggle to maintain a volunteer base.

Another challenge is the inability to measure, in a clear quantifiable way, the outcomes associated with Agreement-funded activities. Better and more realistic indicators along with more reliable data may be required. However in all likelihood, the initiative's success or failure will be clear only through the long-term when it becomes more apparent whether the linguistic minorities in the NWT can withstand the homogenizing pressures of the English language. The SCOL report documents the tremendous pressure exerted by English and proposes ways of strengthening the minority languages.

Recommendation 3

Canada and the GNWT should strive to further improve and strengthen the administration and delivery of the Cooperation Agreement. More specifically:

- Canada and the GNWT should assist communities to define their priorities by updating the language plans setting out clear guidelines, objectives and expectations;
- GNWT, in consultation with the language communities, should develop clear proposal and reporting guidelines that will streamline these processes and enable government to meet the needs of the Agreement parties in a timely fashion;
- Canada and the GNWT should incorporate reasonable measures and indicators at the outset of the Agreement to facilitate monitoring and reporting;
- GNWT should foster improved communications among all the language communities and government departments involved in the delivery of language activities, programs and supports; and
- Canada and the GNWT should endeavour to reduce duplication through better communication and a more thorough sharing of information.

A final challenge is the need to consider the potential relationship and coordination between the Agreement and its funded activities to the SCOL report and to the new Boards being created as a result of that report, for example the Official Languages Board and the Aboriginal Languages Revitalization Board. It is recognized and respected that the design, operations and processes of the new Boards is the responsibility of the GNWT. The shared legal framework of the NWT *Official Languages Act* provides a basis for coordination. The GNWT and language communities desire that there be stronger working relationships between other government and community activities – for example in the schools and in the workplace – that will influence the future of language diversity in the NWT.

Recommendation 4

Canada and the GNWT should strengthen the coordination, cooperation and delivery of official language activities, programs, and support. More specifically:

- GNWT more clearly define the role of language coordinators at the departmental level;
- GNWT provide official language policies orientation to GNWT employees;
- Canada and the GNWT develop a simplified, pragmatic reporting and accountability framework and protocol that, to the greatest extent possible, incorporates the various individual requirements of Canada and the GNWT, i.e. through the Annual Report of the Minister responsible for Official Languages and the language communities;
- GNWT continue to host and provide follow-up to the annual meeting of language community representatives for the purpose of sharing experiences and learning from each other about what works and what does not;
- GNWT examine ways and means with the language communities to coordinate and cooperate with the new Official Languages Board and the Aboriginal Languages Revitalization Board to advance the strategic language goals and commitments of the *Official Languages Act*; and
- Canada and the GNWT develop an online resource centre as a repository for the different language communities' books, dictionaries, videos and other language tools, for the purpose of making them readily available.

Appendix 1
References

Appendix 1, References

Abley, Mark. 2003. Spoken Here. Travels Among Threatened Languages. Toronto. Random House of Canada.

Anonby, Stan J. 1999. Reversing Language Shift: Can Kwak'wala Be Revived? In *Revitalizing Indigenous Languages*, edited by Jon Reyhner. (http://jan.ucc.nau.edu/~jar/RIL_4.html)

Borde, Valerie. n.d. Le naufrage des langues autochtones. L'Actualite. (http://www.lactualite.com/geographica/article.jsp;jsessionid=POMEJFEOGIJB?content=20031209_152115_3568)

British Columbia. 2003. Towards a New Era of Reconciliation with First Nations: A Progress Report. November. (http://www.prov.gov.bc.ca/prem/down/cabi/first_nations_progress_report.pdf)

Canadian Heritage. 2003. Evaluation of the Official Languages in Education Program. Prepared by Prairie Research Associates. (http://www.patrimoinecanadien.gc.ca/progs/em-cr/eval/2003/2003_09/index_e.cfm)

___. 2004. Evaluation of the "Intergovernmental Cooperation" Component of the Promotion of Official Languages Program.

Crawford, James. 1996. Seven Hypotheses on Language Loss: Causes and Cures. Printed in G. Cantoni (Ed.) (1996), *Stabilizing Indigenous Languages*. Flagstaff: Center for Excellence in Education, Northern Arizona University. (http://www.ncela.gwu.edu/miscpubs/stabilize/ii-policy/hypotheses.htm)

Dorais, L. "A Few Thoughts on the Language of the Inuit." The *Canadian Journal of Native Studies* 1, no. 2 (1981): 303-309.

Elijah, Mary Joy. 2002. Literature Review – Language and Culture. Prepared for the Minister's National Working Group on (Aboriginal) Education. October. (http://www.ainc-inac.gc.ca/pr/pub/krw/com_e.pdf)

Eurolang.net n.d. Minority Languages. The European News Agency for minority languages. (http://217.136.252.147/webpub/eurolang/) For the Welsh language, see

European Centre for Minority Issues. 2002. Support for Minority Languages in Europe. Prepared for the European Bureau for Lesser Used Languages. (http://europa.eu.int/comm/education/policies/lang/langmin/support.pdf)

European Union. 1992. European Charter for Regional or Minority Languages. Strasbourg. (http://conventions.coe.int/Treaty/EN/Treaties/Html/148.htm)

First Nations Education Steering Committee (FNESC). 1998. Handbook for Aboriginal Language Program Planning in British Columbia. Prepared for the Aboriginal Languages Subcommittee. March. (http://www.fnesc.ca/publications/pdf/language.pdf)

First Nations Education Steering Committee. 1999. The Aboriginal Language Program Planning Workbook. Prepared for the Aboriginal Languages Subcommittee. August. (http://www.fnesc.ca/publications/pdf/language%20workbook2.pdf)

Fishman, Joshua. 1996. Maintaining Languages: What Works? What Doesn't? In *Stabilizing Indigenous Languages*, G. Cantoni (ed), *Flagstaff Center for Excellence in Education, Northern Arizona University*. (http://www.ncela.gwu.edu/miscpubs/stabilize/conclusion.htm)

Gamble, D. "Crushing of Cultures: Western Applied Science in Northern Societies." *Arctic* 39, no. 1 (March 1986): 20-23.

GNWT. Task Force on Aboriginal Languages. *The Report of the Task Force on Aboriginal Languages*. Yellowknife: Task Force on Aboriginal Languages, 1986.

Levin, B and Riffel JA. 1993. Dealing with Diversity. Some Propositions from Canadian Education. In Education Policy Analysis Archives. Vol. 2(2), January 1994. (http://epaa.asu.edu/epaa/v2n2.html)

Littlebear, Richard. 1999. Some Rare and Radical Ideas for Keeping Indigenous Languages Alive. In *Revitalizing Indigenous Languages*, edited by Jon Reyhner. (http://jan.ucc.nau.edu/~jar/RIL_1.html)

Miyashita, Mizuki and Moll, Laura A. 1999. Enhancing Language Material Availability Using Computers. In Revitalizing Indigeous Languages, Northern Arizona University. (http://jan.ucc.nau.edu/~jar/RIL_9.html)

Mufwene, Salikoko. 2002. Colonisation, Globalisation and the Future of Languages in the Twenty-First Century. (http://www.unesco.org/most/vl4n2mufwene.pdf)

Ontario, Ministry of Education. 2001. The Ontario Curriculum, Grades 1 – 8. Native Languages. http://mettowas21.edu.gov.on.ca/eng/document/curricul/native.pdf.

Ontario, Ministry of Education. 2002. The Ontario Curriculum, Grades 1 – 12. Native Languages, Ojibwe and Cree. http://mettowas21.edu.gov.on.ca/eng/document/curricul/ojibwe.pdf

Parks, DR et. al. 1999. Documenting and Maintaining Native American Languages for the 21st Century: The Indiana University Model. In *Revitalizing Indigenous Languages*, edited by Jon Reyhner. (http://jan.ucc.nau.edu/~jar/RIL_6.html)

Reyhner, Jon et. al. 1999. Revitalizing Indigenous Languages. Northern Arizona University. (http://jan.ucc.nau.edu/~jar/RIL_Intro.html)

Reyhner, Jon. 1993. American Indian Language Policy and School Success. In *The Journal of Educational Issues of Language Minority Students*, Volume 12, Special Issue III, Summer 1993, pp. 35-59. (http://jan.ucc.nau.edu/~jar/BOISE.html)

Romaine, Suzanne. 2002. The Impact of Language Policy on Endangered Languages. (http://www.unesco.org/most/vl4n2romaine.pdf)

Strauss, L. 1967. The Beginning of the Bible and its Greek Counterparts. In *The Frank Cohen Public Lectures in Judaic Affairs*, The City College, New York, March 13-15.

Sutherland, William J. 2003. Parallel extinction risk and global distribution of languages and species. Nature, 423, May. (www.nature.com/nature)

Unesco. 2002. International Journal on Multicultural Societies, 4(2), 2002. (http://www.unesco.org/most/vl4n2edi.htm#editorial)

Web Sites

BC Ministry of Education, Aboriginal Education: http://www.bced.gov.bc.ca/abed/.

Canada Newswire. 2003. *Innovative Use of Technology revitalizes endangered languages.* December 17. http://www.newswire.ca/en/releases/archive/March2003/04/c6602.html.

Centre for Theories of Language and Learning: http://www.bris.ac.uk/Depts/Philosophy/CTLL/.

Compensation for using Welsh, see http://217.136.252.147/webpub/eurolang/pajenn.asp?ID=4520

Endangered Languages of Canada: http://www.bris.ac.uk/Depts/Philosophy/CTLL/FEL/i3/iatiku13.htm

First Nations Cultural Foundation (B.C.): http://www.fpcf.ca/.

First Voices, Language Archives Celebrating World Indigenous Cultures: http://www.firstvoices.ca/scripts/WebObjects.exe/FirstVoices.woa/wa/file?

Foundation for Endangered Languages: http://www.ogmios.org/home.htm

Issues in U.S. Language Policy:
http://ourworld.compuserve.com/homepages/JWCRAWFORD/endanger.htm
MOST (Management of Social Transformations) Clearinghouse: http://www.unesco.org/most/ln1.htm
Ontario French Language Services, 1989-2003: http://www.ofa.gov.on.ca/english/FLSA-history1.html.
Ontario Native Affairs Secretariat: http://www.nativeaffairs.jus.gov.on.ca/english/onas.htm.
Ontario Native Affairs Secretariat: http://www.nativeaffairs.jus.gov.on.ca/english/onas.htm.
Resources for Endangered Languages (Yale University):
http://sapir.ling.yale.edu/~elf/resources/index.html
Reyhner, Jon Allen et al. (ed.). 1999. Revitalizing Indigenous Languages. Northern Arizona University.
(http://jan.ucc.nau.edu/~jar/RIL_Contents.html)
Stabilizing Indigenous Languages (North Arizona University):
http://www.ncela.gwu.edu/miscpubs/stabilize/
Statistics Canada, The Daily. Aboriginal Languages:
http://www.afn.ca/Press%20Realeses%20&%20Speeches/canada.htm.
Teaching Indigenous Languages: http://jan.ucc.nau.edu/~jar/BOISE.html
Trent University, Department of Native Studies: http://www.trentu.ca/nativestudies/.
UNESCO Red Book on Endangered Languages: http://www.helsinki.fi/~tasalmin/europe_index.html
UNESCO, Endangered Languages:
http://www.unesco.org/culture/heritage/intangible/endangeredlanguages/html_eng/index.shtml
United Kingdom, Welsh: http://www.eurolang.net/State/uk.htm
Yukon Native Language Centre: http://www.yukoncollege.yk.ca/ynlc/index.html.

Appendix 2
Cooperation Agreement Logic Model

Appendix 2, Cooperation Agreement Logic Model

Aboriginal Languages		
To provide for the development and implementation of language revitalization, maintenance and enhancement activities by Aboriginal language communities.	▪ Funding of Aboriginal language communities' strategic language plans	▪ Activities reflecting the priorities of each language community, as stated in their strategic language plan ▪ More rapid community response to changing needs or new opportunities ▪ Increased number of Aboriginal language speakers, through the long term ▪ Programs and activities are more culturally adapted to the needs of the community
To provide GNWT programs which support the revitalization, maintenance and enhancement of the NWT's official Aboriginal languages.	▪ Aboriginal Language and Cultural Instructor Program ▪ Teaching and Learning Centres ▪ Interpreter/Translator Training Program ▪ Aboriginal Language Broadcasting ▪ Geographic Place names Program ▪ Language Planning ▪ Language Promotion ▪ Language Resource Development ▪ Program coordinators from Aboriginal language communities participate in an annual planning workshop ▪ Official languages promotion strategy	▪ Trained language teachers ▪ New teaching materials to support teachers and community programs ▪ Trained and competent interpreters and translators ▪ Television and radio produce broadcasts of Aboriginal language programs ▪ Recording and formal use of traditional Aboriginal language place names ▪ Volunteer recognition ▪ Terminology developed by the GNWT is compiled and shared with language communities ▪ Inventory of language resources available for research purposes ▪ Coordinated promotion of official languages
To provide language resources and technical support to assist with the delivery of GNWT programs and services that promotes the use of NWT languages as living and working languages.	▪ Terminology development ▪ Medical interpreter workshops	▪ GNWT departments or agencies delivering services in the Aboriginal languages

French Language		
To ensure the provision of GNWT programs and services required under the *Official Languages Act of the NWT*.	▪ Funding to departments and agencies for advertising, promotion, publications, bilingual bonuses, office space, and translation/ interpretation services	▪ Departments and agencies meet their obligations under the Act with respect to the provision of services to the public in French ▪ Correspondence, legislation, ads and publications are translated and used by the French language community
To provide administrative and policy support for the implementation of the *Official Languages Act of the NWT*.	▪ Fund GNWT positions to plan and administer services and agreement ▪ Official languages promotion strategy	▪ French language services support available to GNWT departments and agencies ▪ Agreement is administered and planning is done ▪ Coordinated promotion of official languages
To support the community and cultural development of the Francophone community.	▪ Fund Francophone community and cultural development	▪ A vibrant and prospering cultural community

Appendix 3
Key Informants

Appendix 3, Key Informants

Name, Affiliation	Location
Aboriginal Language Coordinators/ Representatives	
Andy Norwegian, Language Specialist, Deh Cho DEC	Yellowknife, NT
Betty Harnum, Language Resource Centre	Dettah, NT
Emily Kudlak, Language Coordinator	Holman, NT
Leslie McCartney, Gwich'in Social and Cultural Institute	Tsiigehtchic, NT
Mary-Rose Sundberg, Language Resource Centre	Dettah, NT
Pat Winfield, Inuvialuit Cultural Resource Centre	Inuvik, NT
Paula Anderson, Regional Cree Language Coordinator	Fort Smith, NT
Philip Rabesca, Dogrib Community Services Board	Rae-Edzo, NT
Sabet Biscaye, Native Communications Society of the NWT	Yellowknife, NT
Sara McLeod, Deh Cho First Nations	Fort Simpson, NT
Tracey Orbell, Sahtu Secretariat Inc.	Deline, NT
William George Firth, Gwich'in Social and Cultural Institute	Fort McPherson, NT
GNWT Official Language Coordinators	
Benoît Brouillard, Justice	Yellowknife, NT
Charles Pitre, Education, Culture & Employment	Yellowknife, NT
Regina Pfeifer, Health & Social Services	Yellowknife, NT
GNWT Representatives	
Benoît Boutin, Education, Culture & Employment	Yellowknife, NT
Bill Wade, Chair, Education Programs, Aurora College	Fort Smith, NT
Chuck Arnold, ECE Education, Culture & Employment	Yellowknife, NT
Denise Canuel, Health & Social Services	Yellowknife, NT
Mark Cleveland, ECE Education, Culture & Employment	Yellowknife, NT
Rai Brown, ECE Education, Culture & Employment	Yellowknife, NT
Robert Galipeau, ECE Education, Culture & Employment	Yellowknife, NT
French Language Representatives	
Alain Bessette, L'Aquilon	Yellowknife, NT
Anne Church, Association des Francophones du Delta du Mackenzie	Inuvik, NT
Fernand Denault, President, Fédéderation Franco-Ténoise	Yellowknife, NT
Isabelle Gauthier, Association Franco-Culturelle de Yellowknife	Yellowknife, NT
Laurent Dorn, Association franco-culturelle de Hay River	Hay River, NT
Léo-Paul Provencher, Executive Director, Fédéderation Franco-TéNOise	Yellowknife, NT
Nadia Laquerre, Regroupement des Parents Francophones des TNO	Fort Smith, NT
Robert Magnan, Association des Francophones de Fort Smith	Fort Smith, NT

Name, Affiliation	Location
Government of Canada Representatives	
Audrey Greyeyes, Canadian Heritage	Gatineau, QC
Denis Racine, Canadian Heritage, Co-Chair, Steering Committee	Regina, SK
Lise Picard, Canadian Heritage	Yellowknife, NT
Micheline Guilbeault, Canadian Heritage	Hull, QC
Michelle Langan, Canadian Heritage	Gatineau, QB
Roseline Roy, Canadian Heritage	Hull, QC
Teresa Doré, Canadian Heritage	Gatineau, QC

Appendix 4
Cooperation Agreement Evaluation Steering Committee

Appendix 4, Cooperation Agreement Evaluation Steering Committee

Bob Galipeau	Manager, Language Services, Education, Culture and Employment, GNWT
Benoît Boutin	Official Languages Coordinator, Legislation and French Programs, Education, Culture and Employment, GNWT
Janet Grinsted	Co-Chair, Steering Committee, Director, Education Operations and Development Education, Culture and Employment, GNWT
Rai Brown	Aboriginal Language Program Coordinator, PWNHC Education, Culture and Employment, GNWT
Benoit Brouillard	A/ Manager, Legal Translation Legal Translation Justice, GNWT
Regina Pfeifer	Official Language Consultant, Policy, Legislation and Communications, Health and Social Services, GNWT
Léo-Paul Provencher	Directeur general, La Fédération Franco-TéNOise
Sabet Biscaye	Regional Language Coordinator, Chipewyan, Native Communications Society of the NWT
Sylvie Francoeur	Program Officer for Official Languages for the NWT Canadian Heritage

Appendix 5

French Language
Key Findings Respecting the Research Issues

Appendix 5, French Language, Key Findings Respecting the Research Issues

Research Issues	Key Findings from the French Language Community
Rationale and Relevance	
1. Is language a priority for the language group and for the GNWT? How do communities and the language group express this priority? What community-based efforts are underway in the different communities to support the language? What proportion of these activities does **not** receive financial support from government?	*Priority of language:* ▪ Language is a priority for all, a key to cultural identity – "without French there are no Francophones"; ▪ Level of priority varies somewhat. In smaller communities close to 100% and in Yellowknife, perhaps 80%; ▪ Level of priority is expressed through involvement in community organizations, willingness to put together programming, participation levels, and willingness to donate money and make in-kind donations. The level of engagement and commitment is high across the French language community; *Community-based efforts to support the French language:* ▪ Specific activities vary between communities. Greater scope and variety in Yellowknife due to a broader population base, wider range of interests, and more donations/volunteers available; ▪ In general, activities are social, cultural and artistic (performances, dinners, etc.), educational (school clubs, after school "francisation" classes), and sporting related activities; ▪ Some activities are also designed to improve the visibility of the French population by taking part in wider community events (as well as effectively utilizing various media); ▪ Some organizations (i.e. Association franco-culturelle de Yellowknife) also offer services such as video/magazine rentals, internet access and access to French software and databases; ▪ The majority of respondents from community organizations noted that the Agreement does not appear to be appropriately funding the provision of any GNWT services in French as these are not available particularly in communities outside of Yellowknife; *Funding:* ▪ Agreement funding is provided through the Programme de développement culturel et communautaire (PDCC). This funding is provided to the Fédération Franco-TeNOise (FFT), which distributes it among participating organizations on a project-by-project basis, as decided at the FFT's Annual General Meeting; ▪ Community organizations do not generally distinguish between PDCC funding and other funding

Research Issues	Key Findings from the French Language Community
	sources. Therefore, all activities are likely to be receiving at least some funding from the PDCC. One organization estimated that approximately 30% of the costs of any given activity (that it was responsible for) were being funded through the PDCC; ▪ The majority of funding comes directly from Canadian Heritage. Other funding contributors include the Quebec government, the NWT Arts Council, RWED, etc. ▪ Francophone community also supports French language schools and day cares, which are reliant upon considerable volunteer/ community effort and are not funded through the Agreement;
2. What are the commitments and obligations made by Canada and GNWT in the Agreement? What other federal or territorial programs, if any, complement the activities supported by the Agreement and/or further the Agreement's goals? How do other GNWT or federal departments accommodate language diversity in their programs?	*Other federal or territorial programs:* ▪ Canadian Heritage; *GNWT accommodation of language diversity in programs:* ▪ The Department of Justice translates statutory documents, offers services to the public, and translates tenders and job offers (direct); ▪ H&SS has language coordinator(s) and interpreters at Stanton Territorial Hospital, as well as bilingual staff at the hospital, in the department, and in Ft. Smith and Hay River; ▪ H&SS funds translation of publications, job ads, tenders, announcements, awareness campaigns, and the handbook; ▪ At Stanton Territorial Hospital, H&SS provides French forms and publication and language training for staff; ▪ H&SS is viewed as shifting priority focus from French to Aboriginal languages; ▪ H&SS produces videos in French and Aboriginal languages; *Priority level of French language services (as reported by GNWT employees):* ▪ Language services are a priority for Justice. Provides bilingual court services when needed and has a mandate for French services; ▪ Justice experiences very little demand for public services in French. Document translation requirements are steady although slightly greater in an election year; ▪ H&SS has never refused French language support to health authorities in the NWT; ▪ H&SS activities show priorities and obligations: health communications (verbal); ▪ Overall, Francophones do not believe that French language services are a GNWT priority;

Research Issues	Key Findings from the French Language Community
3. What do communities know about the Agreement? To what degree do the communities support the Agreement and its programs? To what extent do they participate in the programs supported by this Agreement?	*Familiarity with and support for the Agreement:* ▪ The FFT is familiar with the Agreement because it is the GNWT contact and the official "voice" of NWT Francophones; ▪ Community members and organizations outside of the FFT are less familiar with the Agreement; ▪ Community organizations support the Agreement because it is a source of funding for community and cultural development programs. This is particularly true in smaller communities; ▪ Community members and organizations are also aware that the Agreement supports the provision of French services by the GNWT. In this case, the community appears to support the intent of the Agreement but not its implementation (see discussions on extent of service provision); *Participation:* ▪ Community members participate in the funded programs. High participation rate in smaller communities. In Yellowknife, participation ranges from approximately 45 people for smaller events to upwards of 200 for performances; ▪ Most communities appear to have programs in place for children/youth and adults. Many programs are family oriented. No programs for elders identified given their small numbers;
4. Does the Agreement remain relevant in the NWT? Is it still needed? Do the language groups wish to see its continuation? What would happen – to the programs and to the language – if Agreement funding was no longer available?	*Continued relevance:* ▪ French community members continue to place a high priority on their language; ▪ Community members believe that services in French and community and cultural development are still important activities that should be funded. Therefore, the Agreement remains relevant to them; *Implications of discontinuation:* ▪ Fewer community and cultural activities/ projects, either due to lack of funds in general or to lack of human resources to manage the programs/ activities; ▪ Artistic performances would be an area that suffers particularly; ▪ Language services offered by Justice would be seriously jeopardized as would H&SS services;
5. Is the Agreement an effective means for achieving GNWT and communities' language objectives? Is there a more effective route for achieving the same objectives, i.e. to protect,	*Effectiveness:* ▪ Some respondents supported maintaining the Agreement as is (or with some adjustments to its administration/reporting, etc.), which suggests that they feel it is an effective tool; ▪ Other respondents supported radically altering the contents of the Agreement or doing away with the Agreement in favour of direct funding arrangements between Canadian Heritage and the community organizations. These two points of view suggest that these respondents do not feel the

Research Issues	Key Findings from the French Language Community
restore or sustain the French language?	Agreement is an effective tool; ▪ Most respondents recognize that the Agreement is a good source of funding for cultural activities and the provision of services in French. Without the Agreement there would likely be very few French services in the NWT;
6. What is needed (service, programs, implementation mechanisms, policy, etc.) to complement the Agreement in order to make it more effective? What is needed to protect, restore or sustain French language in the NWT?	*Suggested complementary initiatives:* ▪ Give the Francophone community a seat on the Agreement's Management Committee ▪ All of the money available should be used only for the purposes outlined in the Agreement; ▪ More information should be available on the funded programs and on how the funds are being distributed; ▪ More emphasis on projects bringing together the Francophone and Aboriginal communities (and exchange dialogue on language issues); ▪ Departments could administer the Agreement better if this was incorporated into a position (as is done at H&SS – a part-time position has resulted in more emphasis on French and better allocation of resources); ▪ Greater coordination among regional language and government coordinators; ▪ Within the GNWT, the Agreement administrator should not intervene into areas of service delivery in other departments. Service delivery should be managed by the responsible departments/ divisions; ▪ Further clarify roles and responsibilities associated with the Agreement; ▪ Publicize bilingual bonuses more effectively; ▪ Develop a one-page bulletin for departments/divisions to more fully understand their obligations under the Agreement and the *Official Languages Act*; ▪ Clarify roles and expectations of positions designated bilingual and the purpose of the bilingual bonus. ▪ Establish clear mandates, training, regulations, etc. for employees in bilingual positions so they understand their obligations and responsibilities; ▪ Improve overall GNWT awareness of official language requirements through employee orientation process (Stanton orientation could serve as a best practice model); ▪ Implement the commitments for services in official languages; ▪ Establish bilingualism as a hiring requirement for some positions;

Research Issues	Key Findings from the French Language Community
	▪ Clarify role of departmental language coordinators; ▪ FFT to receive funding for its own activities. Other PDCC funding to be provided on a direct basis to the organization in question in order to improve reporting; ▪ Clarify that PDCC funding can be used for human resources (the Agreement does not explicitly state that it can't, but community organizations report difficulty in obtaining funding for positions); ▪ Incorporate funding received through the Agreement for service provision into the GNWT's base budget. This would allow for positions to be solidified and would provide stable funding for service provision. It would also ensure that results would be made public in the Legislative Assembly; ▪ Re-establish the "consultative committee" with respect to service provision that is allowed for in the Agreement. This would be an opportunity for Francophones to speak directly to these issues.
Administration and Operations	
7. How is the Agreement administered? What links exist between the language department and other GNWT and federal departments?	*The PDCC:* ▪ The PDCC is administered by the GNWT and the FFT. The FFT receives the PDCC funding from the GNWT and distributes it to member organizations, based on the projects approved at the FFT AGM. ▪ The member organizations report on their activities to the FFT, which then coordinates a comprehensive/ consolidated report to the GNWT and Canadian Heritage; ▪ Canadian Heritage does not feel that the reports being received are sufficient; *Funding for GNWT services:* ▪ The GNWT distributes the funding among the various departments. The Office of the Language Commissioner (OLC) reports on services to Canadian Heritage; ▪ The GNWT establishes the priorities and activities to be funded; ▪ Justice submits an estimate of its requirements in December and submits an annual report on its activities at the end of June; ▪ H&SS receives funding and then allocates between project proposals and departmental needs. The allocation process has been viewed as a problem and confusing in that it is not transparent and there is an overlap between report writing and proposals for future funding; ▪ Canadian Heritage does not feel that the reports being received are sufficient; ▪ Canadian Heritage would also prefer to see greater detail in the financial report associated with the Agreement. It has been told the mechanisms needed to offer those details are not in place.

Research Issues	Key Findings from the French Language Community
	although this appears to be changing in response to the need; ▪ Canadian Heritage does not provide any direct support for the development of strategic plans under the Agreement and deals only with the OLC;
8. What process is in place for assessing proposals and providing Agreement funds? Do the process respect the Agreement's requirements? Is this process satisfactory from the government and community perspective?	*Process for assessing proposals:* ▪ The FFT receives the PDCC funding from the GNWT and distributes it to member organizations; ▪ Some organizations under the FFT's umbrella report directly to Canadian Heritage on other funds received; ▪ The GNWT distributes the funding while the OLC reports to Canadian Heritage; ▪ The GNWT establishes the priorities and activities to be funded;

9. How are Agreement-supported activities and expenditures monitored? What accountability mechanisms are in place and are these appropriate? Are there any concerns about these mechanisms, in government or in the communities?	*Monitoring and accountability:*
	▪ Canadian Heritage has identified certain concerns with activity reports (i.e. not focused on results, unclear) and financial reports (i.e. not sufficient detail to address accountability requirements);
	▪ All respondents recognized that accountability for public money is necessary and important (pursuant to Treasury Board requirements);
	▪ Community concerns with respect to the reporting system in place vary:
	  ▪ Smaller organizations find the process onerous, confusing, demanding and "almost to the point where it is not worth it for the money received";
	  ▪ Larger organizations do not find the reporting requirements excessive;
	▪ The FFT receives training and orientation from the GNWT on reporting requirements. Organizations under the FFT umbrella have not received training, but do not feel this is a problem as it is the FFT's responsibility to report to the GNWT/ Canadian Heritage on the PDCC funding and expenditures;
	▪ Justice expressed concerns that the reporting format required by ECE is unnecessarily complex and that the timing is problematic;
	▪ H&SS did not raise specific concerns with timing issues but did report that the process itself is time consuming and requires a disproportionate level of effort that could better be devoted to offering client services;
	▪ The reporting requirements (for government services) are not always clear and do not allow for the reporting of non-quantifiable results or issues, e.g. challenges faced;

Research Issues	Key Findings from the French Language Community
	▪ Additional training in the new reporting requirements is also needed for government language coordinators; ▪ Focus Group participants agreed that the indicators currently being used are acceptable to all; ▪ Although the Agreement provides multi-year funding, the reporting associated with this funding is on a yearly basis only. Therefore, some of the administrative benefits of multi-year funding are not realized;
10. What language activities are underway in the communities? Which are supported by the Agreement?	*Activities supported by the Agreement:* ▪ In general, activities are social, cultural and artistic (performances, dinners, etc.), educational (school clubs, after school "francisation" classes), and sporting related activities; ▪ Some activities are also designed to improve the visibility of the French population by taking part in wider community events (as well as effectively utilizing various media); ▪ Some organizations (i.e. Association franco-culturelle de Yellowknife) also offer services such as video/magazine rentals, internet access and access to French software and databases;
11. How was the language community or the organizations involved in these activities? How do they shape them? Are the programs "community driven" in terms of design, organization and delivery?	*Involvement of language communities:* ▪ All activities at the community level are organized, designed and carried out by local Francophone organizations; ▪ Members of the local Francophone community can become members of the local cultural association and can shape activities through this direct involvement; ▪ In some cases (for example, tours of French performers), the local organizations work together under the umbrella of the FFT to host the activity;
12. Are these organizations and communities satisfied with the nature and level of their involvement? Do community members turn out to program events? Do the communities themselves contribute to these programs, as a measure of their support? What do they see as the strengths and weaknesses of their	*Satisfaction with involvement:* ▪ Francophone organizations are very happy with the current system of PDCC funding allocation, which allows funding distribution to be controlled by the AGM of the FFT; *Participation of community members:* ▪ Community members participate in the funded programs with a higher participation rate in smaller communities. In Yellowknife, participation ranges from approximately 45 people for smaller events to upwards of 200 for performances; ▪ Most communities appear to have programs in place for children/youth and adults. Many programs are family oriented. No programs for elders identified given their small numbers; *Community contribution:*

Research Issues	Key Findings from the French Language Community
involvement?	▪ Community members participate by designing and delivering programs and as funders (through donations and in-kind support); *Strengths and weaknesses of their involvement:* ▪ Respondents emphasized that community control over the allocation of funding was a strength; ▪ One respondent indicated that the intermediary role played by the FFT could be interpreted as a weakness, particularly with respect to the distribution of additional funds received outside of the initial PDCC allocation;
13. Do the programs reflect community priorities? Have the Agreement's projects and other activities linked the language agenda to what is important in the community? Are the programs linked to or evident in other community activities?	*Community priorities reflected:* ▪ Programs reflect community priorities due to the selection process outlined in Q11 and 12; ▪ Programs are linked to those areas the community has identified as important; ▪ The availability of government services does not reflect community priorities. Community members see being able to access GNWT services in French as integral to their language and culture's long-term viability; ▪ One government respondent indicated that some services are better accepted than others, so the community's response is not entirely clear. However, they noted the on-going court challenge as an indicator of the community's level of satisfaction;
14. What impact does the Agreement have on the activities and priorities of the GNWT?	*Impact on activities and GNWT priorities:* ▪ Agreement provides funding for the provision of French services. Without the funding, it is likely that no French services at all would be available (with the exception of Justice services which must be provided in English and French as required under the Criminal Code); ▪ However, funding alone does not appear to be sufficient to ensure provision of French services at a level that is commensurate with the community's expectations;
Effectiveness and Impacts	
15. What benefits and outcomes, both short and long-term, are associated with these language activities? What is their impact relative to the Agreement's goals and objectives? How is impact	*Goal of providing GNWT services in French:* ▪ Community respondents indicated that the overall level of services offered in French has not changed as a result of the Agreement. Documents are now available in French, but the "active offer" of services is not consistently available; ▪ In some cases, local Francophones are working for the GNWT and, therefore, can provide French services on an ad hoc basis. However, it was also noted that these employees may not be

Research Issues	Key Findings from the French Language Community
measured and are these means adequate and appropriate?	receiving the bilingualism bonus and are not employed in order to provide French services; • Justice indicated that the Criminal Code requires that its services be provided in French. Therefore, this service would be provided with or without the Agreement's direct support; • H&SS indicated that most clients are satisfied with the services they receive. They also reported an increased demand for school resources in French (e.g. the food guide); *Goal of supporting community and cultural development:* • Community respondents indicated that the use of French in day-to-day activities is increasing among community members. They also indicated that demand for their services is increasing; • Community respondents had difficulty, however, in attributing these benefits and outcomes solely to the Agreement, as their programs receive the majority of their funding from other sources; • No respondents provided information on how impacts are actually measured (e.g. tracking number of requests for service, number of participants, etc.). It is therefore unclear whether these measures are adequate and appropriate. However, Canadian Heritage has made it clear that the reporting it has been receiving does not fully meet the requirements of a results-based approach, which may speak to the adequacy of the measurement of impacts.

16. What communities have effective programs, based on outcomes including community support and involvement? What features characterize these effective programs? How has the Agreement contributed to these successes?	*Effective programs and the Agreement contribution:*
	• All communities with a cultural association appear to have programs that are effective in terms of receiving community support and involvement. Some communities indicated that, given the lack of resources, the very existence of programs and activities is an indicator of success;
	• The Agreement has contributed to these successes by providing funding to these organizations;
	• The characteristics of effective community programs include clear outcomes, community involvement, sound financial management, responsive to a clear demand or community need, appealing to a wide range of participants, well planned and a dependable base of volunteers;
	• A key success factor for service provision is the will of the GNWT to prioritize and provide French services;
	• GNWT departments were able to identify successful initiatives:
	  ▪ Justice provides essential translation services and services to the public, e.g. court services;
	  ▪ H&SS identified the Stanton Territorial Hospital French and Aboriginal language services being available within half an hour, 24 hours a day;
	  ▪ H&SS identified the interpreters' workshop, their website, heightened awareness of language

Research Issues	Key Findings from the French Language Community
	activities and multilingual signage at Stanton Hospital as successful initiatives; ▪ It is a measure of success that multi-year, accessible funding is in place for these initiatives;
17. What communities have less effective programs, based on outcomes including community support and involvement? What features characterize these less effective programs? How has the Agreement contributed to this lack of success and/or failed to mitigate the lack of success?	*Less effective programs and the Agreement contribution:* ▪ Community respondents across the NWT indicated that they do not have access to reliable nor sufficient/ appropriate services in French. Therefore, this aspect of the Agreement cannot be considered "effective" from their perspective;

18. What have we learned about "best practices" from the experience of these communities?	*Best practices experience:*
	▪ $50K for French book library in Hay River;
	▪ Radio – both French and Aboriginal;
	▪ Special project – promotion plan (French):
	  ▪ SCOL;
	  ▪ commitment for community centre;
	Lessons learned include:
	▪ Need for a strategic plan for language support in the NWT that includes the role of the Agreement;
	▪ Need of GNWT proposals to include objectives, results and performance measures;
	▪ Need for GNWT will or support for the provision of French services;

19. To what extent, if any, have the Agreement's goals been achieved? Have there been unintended outcomes (both positive and negative)?	*Achievement of goal and outcomes:* ▪ Opinion as to extent of achievement differs between GNWT respondents and community respondents; ▪ Canadian Heritage respondents pointed out that, without the Agreement, there would be very few French services available in the NWT; ▪ Community respondents indicate that the Agreement is helping to reach this goal through funding, although point out that support is also received from other organizations; ▪ Respondents from Canadian Heritage found it difficult to separate out the impact on language retention, language use, etc. associated specifically with the Agreement from the impact of

Research Issues	Key Findings from the French Language Community
	Canadian Heritage funding in general. The overall impact of federal funding is viewed as very high;
20. What evidence is there, if any, that the Agreement's resources have been used in the most effective possible way?	*Service provision:* ▪ Translating publications and supporting dedicated positions is costly; ▪ The FFT has suggested a one-window approach to services; ▪ Some respondents felt it might be better for the communities to identify for themselves the way in which they would like to receive their French services; ▪ The FFT specified that it does not want the GNWT to abdicate its responsibilities to provide services in French by passing this on to the community; *Community/ Cultural Development:* ▪ Community respondents felt that the resources are used as effectively as possible because the funded programs allow specific audiences within the Francophone community to be targeted, so that the program can meet their particular needs;
21. Does the Agreement foster effective working relationships among the different stakeholders, including federal departments, GNWT departments and communities?	*Effective relationship development:* ▪ Working relationship between the GNWT and Francophone organizations is viewed as strained; ▪ Current process for allocating funds limits the extent to which the GNWT can be proactive with Francophone initiatives (as decisions about funding allocation are made by the FFT member organizations);
22. To what extent are the language communities satisfied with the Agreement and its activities? What are their suggestions for changing the Agreement, for improving its operations or for enhancing its effectiveness?	*Service provision strengths:* ▪ Services provided (e.g. in health, are valuable); *Service provision weaknesses:* ▪ Reporting creates additional workload without providing resources to address it; ▪ Accountability for results is needed; ▪ Promotion for available services could be improved; ▪ Administration (e.g. to date, no public archive of materials produced using funding). Community respondents feel adequate services are not available and therefore did not identify any strengths or weaknesses associated with these services. *PDCC strengths:* ▪ Flexible and responsive to community needs;

Research Issues	Key Findings from the French Language Community
Future Directions and Recommendations	
23. What factors are most important for influencing the long-term sustainability of a language? What is most needed to sustain language in the different language communities? How can these factors be more fully incorporated into the Agreement?	*Factors that influence language sustainability:* ▪ Ability to use the language in day-to-day activities. Francophones who have been in the NWT for a long time are losing their French skills because they do not use the language; ▪ Availability of social and cultural activities; ▪ Community goodwill; ▪ Infrastructure, for example daycares and schools with sufficient places for all who are eligible; ▪ One respondent (Canadian Heritage) indicated that she would be very surprised if the Agreement had an influence on overall language retention. There are no measures within the Agreement to assess whether this is happening;
24. What factors influence and are necessary for effectively providing language services in the NWT? Are these evident in the programs, services and activities offered under the current Agreement? How can these factors be more fully incorporated into the Agreement?	*Factors that influence service provision:* ▪ Support of GNWT; ▪ Government will to recognize minority language communities; ▪ Proactive service offering in French – in healthcare, driver's licenses, etc. – at the territorial level; ▪ Ability to retain a bilingual population requires more than just financial incentives; ▪ Access to documentation, e.g. a central repository; ▪ Availability of resources to encourage more language use; ▪ Promotion of language rights among GNWT employees; ▪ Focus on coordination; ▪ Recognition that services in French are required and must be provided, even if equivalent services cannot be made available in Aboriginal languages;
25. What are the most critical elements of a strategy designed to support, protect and foster French language in the NWT? How can these be more fully incorporated into the Agreement?	*Critical strategy elements:* ▪ Strategic plan for languages that incorporates the Agreement but also goes beyond it; ▪ An action plan for the *Official Languages Act* that incorporates the Agreement; ▪ Establishing priorities for language outcomes that reflect the demographic/ linguistic composition of society;

Research Issues	Key Findings from the French Language Community
26. What are the communities' suggestions for changing the Agreement, for improving its operations or for enhancing its effectiveness? How can these suggestions be incorporated in the Agreement?	*Suggested changes to the Agreement:* ▪ More money is needed through the Agreement for programs and for French services; ▪ Remove the "zone" system, where certain communities are designated as having a Francophone population. This affects the ability of existing organizations to reach out to Francophones in smaller communities; ▪ Untie the PDCC funding from the Canadian Heritage "bundle" in order to reduce the level of administrative complexity associated with it; ▪ Allow more direct community input into the content of the Agreement; ▪ Split the Agreement into two: one for French and one for Aboriginal languages since the legal basis for the two is different, as are the type of activities funded; ▪ Tie funding payments to specific deliverables. Three payments/ year: receipt of March 31st audit (June 30th); receipt of interim report (Oct 31st); receipt of updated report (January); ▪ Supplement Agreement with specific criteria for reporting and payment; ▪ Clearly define the role of the GNWT and of partner organizations; ▪ Include a monitoring role for the federal government with respect to GNWT French language service provision. This would ensure that the GNWT felt federal pressure to provide these services; *Areas not to change:* ▪ Simplicity of administration; ▪ Allowing the community to determine the priorities and focus in on specific needs. Some non-Agreement specific discretionary federal funding is accessed through the process associated with PDCC funding. Some respondents suggested that this funding be allocated through a separate process;
27. What changes should be considered in the Agreement's different processes, i.e. assessment and review, operations and delivery, monitoring and accountability? How can information and best	*Suggested improvements to administration:* ▪ Give the Francophone community a seat on the Agreement's Management Committee ▪ All of the money available should be used only for the purposes outlined in the Agreement; ▪ More information should be available on the funded programs and on how the funds are being distributed; ▪ More emphasis on projects bringing together the Francophone and Aboriginal communities (and exchange dialogue on language issues);

Research Issues	Key Findings from the French Language Community
practices best be shared among the different language communities?	▪ Departments could administer the Agreement better if this was incorporated into a position (as is done at H&SS – a part-time position has resulted in more emphasis on French and better allocation of resources); ▪ Greater coordination among regional language and government coordinators; ▪ Agreement administrator should not intervene into areas of service delivery. Service delivery should be managed by the responsible departments/ divisions; ▪ Further clarify roles and responsibilities associated with the Agreement; ▪ Publicize bilingual bonuses more effectively; ▪ Develop a one-page bulletin for departments/divisions to more fully understand their obligations under the Agreement and the *Official Languages Act*; ▪ Clarify roles and expectations of positions designated bilingual and the purpose of the bilingual bonus; ▪ Establish clear mandates, training, regulations, etc. for employees in bilingual positions so they understand their obligations and responsibilities; ▪ Improve overall GNWT awareness of official language requirements through employee orientation process (Stanton orientation could serve as a best practice model); ▪ Implement the commitments for services in official languages; ▪ Establish bilingualism as a hiring requirement for some positions; ▪ Clarify role of departmental language coordinators; ▪ FFT to receive funding for its own activities. Other PDCC funding to be provided on a direct basis to the organization in question in order to improve reporting; ▪ Clarify that PDCC funding can be used for human resources (the Agreement does not explicitly state that it can't, but community organizations report difficulty in obtaining funding for positions); ▪ Incorporate funding received through the Agreement for service provision into the GNWT's base budget. This would allow for positions to be solidified and would provide stable funding for service provision. It would also ensure that results would be made public in the Legislative Assembly; ▪ Re-establish the "consultative committee" with respect to service provision that is allowed for in the Agreement. This would be an opportunity for Francophones to speak directly to these issues;

Research Issues	Key Findings from the French Language Community
28. Are there ways to improve cost-effectiveness in the administration of the Agreement?	*Suggested improvements to cost-effectiveness:* ▪ No suggestions provided;

Appendix 6

Aboriginal Languages
Key Findings Respecting the Research Issues

Appendix 6, Aboriginal Languages, Key Findings Respecting the Research Issues

Research Issues	Key Findings from the Aboriginal Language Communities
Rationale and Relevance	
1. Is language a priority and how do communities and language groups express this priority? What community-based efforts are underway?	*Priority of language:* ▪ Most language coordinators stated that language is not yet a 'real' or sustained priority. While communities generally support the activities, there is little political support or will for the language coordinators and their endeavours. This situation may be different among the Dogrib where a recent report noted that "Chiefs have expressed strong support in the language/ cultural programs;" ▪ A stronger partnership with and a more vigorous role by the GNWT and land claim organizations are needed to support language communities struggling with defining and acting on priorities; *Community-based efforts to support the Aboriginal languages:* ▪ Nearly all activities are as a result of the Agreement and include culturally-based activities, media production activities, comprehension and literacy improvement and awareness activities (see Q10 for examples);
2. What are the commitments and obligations made by Canada and GNWT in the Agreement? What other federal or territorial programs, if any, complement the activities supported by the Agreement and/or further the Agreement's goals? How do other GNWT or federal departments accommodate language diversity in their programs?	*Commitments:* ▪ Five-year Agreement enables communities to build plans and activities with assurance of continuity; ▪ Preparing the language plans at the Agreement's outset ensured greater awareness of goals, objectives and potential outcomes; *Other federal or territorial programs:* ▪ There are some limited funding alternatives and supplements available (i.e. GNWT – ECE and RWED; Canada – Aboriginal Languages Initiative (ALI) and HeadStart); ▪ GNWT options and efforts are somewhat constrained by Canada not placing a priority on Aboriginal languages; ▪ All language communities and GNWT departments have indicated that Agreement funding is insufficient; *Language in programs:* ▪ GNWT departments provide translation for key services; other translation is undertaken as funding and need permits;

Research Issues	Key Findings from the Aboriginal Language Communities
3. What do communities know about the Agreement? To what degree do the communities support the Agreement and its programs? To what extent do they participate in the programs supported by this Agreement?	*Familiarity with and support for the Agreement:* ▪ The language coordinators are generally very aware of their contribution agreement and its requirements as it relates to the Agreement. They are also mostly aware of other funding sources; ▪ The Agreement is not well known or understood outside of the language coordinators. Communities are aware of the activities funded through the Agreement but have only a limited insight into the Agreement itself; ▪ There is general awareness of 'GNWT funding' by outside agencies (i.e. District Education Authorities and Councils); *Participation:* ▪ Program participation varies widely across the regions and activities. There are few distinguishing criteria to aid in understanding the variance in participation; ▪ The GNWT is perceived as being in the best position for ensuring accountability as the federal government is concerned with overall objectives but does not want to be a 'visible language agency' in the NWT; ▪ Aurora College Aboriginal Language and Cultural Instructor Program (ALCIP) has received good support from the communities as the only northern certification program for languages;
4. Does the Agreement remain relevant in the NWT? Is it still needed? Do the language groups wish to see its continuation? What would happen – to the programs and to the languages – if Agreement funding was no longer available?	*Continued relevance:* ▪ Language coordinators recognize and appreciate the Agreement's relative flexibility; ▪ The preparation of and compliance with language plans has contributed to continued relevance; ▪ All language coordinators expressed the need and desire for the Agreement to continue (with some adjustments based on the experiences with the current Agreement); ▪ GNWT funding could be better spent if departments were fully committed and positioned to provide official languages activities; ▪ The 'late funding start' created problems at the community level in that GNWT funds could not be carried-over. The practical capacity limits within the language communities must be recognized; *Implications of discontinuation:* ▪ All language coordinators agree that the level of activities would decrease if the Agreement funding was discontinued – this 'core' funding is vital to advancing the objectives;

Research Issues	Key Findings from the Aboriginal Language Communities
5. Is the Agreement an effective means for achieving GNWT and communities' language objectives? Is there a more effective route for achieving the same objectives, i.e. to protect, restore or sustain the Aboriginal languages?	*Effectiveness:* ▪ The distribution of funding to language communities (Objective 1) is very effective for allowing communities to determine priorities and activities; ▪ The development of language plans at the Agreement's outset allowed communities to identify their key issues, priorities and objectives; ▪ The language communities wish that the funding remain in their control; ▪ The language communities wish to discuss more fully the funding adequacy and distribution mechanisms, and to consider modifying the formula or base amount based on updated demographic evidence;
6. What is needed (service, programs, implementation mechanisms, policy, etc.) to complement the Agreement in order to make it more effective? What is needed to protect, restore or sustain the Aboriginal languages in the NWT?	*Suggested complementary initiatives:* ▪ Implement the SCOL findings and recommendations; ▪ GNWT employee manual should include official language orientation; ▪ GNWT language coordinators need a clearer understanding of their role and the departmental funding allocation and monitoring processes; ▪ Better communication with ECE; ▪ Identify resources, outcomes/ outputs directly within GNWT business plans. ECE and FMB should assist departments with reporting format; ▪ GNWT should be a role model for language use; ▪ Biggest challenge for Canada is with respect to the reporting of impacts and results (a key Treasury Board requirement); ▪ Better coordination of funding sources – need to maximize cumulative benefits from a variety of sources of available funding;
Administration and Operations	
7. How is the Agreement administered? What links exist between the language department and other GNWT and federal departments?	*Agreement Administration:* ▪ An Agreement Management Committee administers the Agreement. For Aboriginal Objective 1, the language communities (through a designated recipient) receive base funding ($50,000) and portion of the remaining funding based on percent of the Aboriginal population (linked to 1998 demographic data); ▪ In most cases, the contribution agreement recipient is the Aboriginal government organization for

Research Issues	Key Findings from the Aboriginal Language Communities
	the language community; ▪ In most cases, the relationship between the GNWT contribution agreement recipient and language coordinator is primarily a financial arrangement. In two cases, the recipient has changed since the beginning of the Agreement and in another, the language coordinator indicated that the relationship is not supportive; ▪ GNWT officials expressed the view that the recipient should support the language coordinator by distributing the funds, and not by dictating what activities should be undertaken; ▪ The GNWT is the functional link between Canada and the individual language communities; ▪ ECE (HQ) manages the financial allocations for the Aurora College programs and each year, the College submits proposals for program delivery in a number of communities; ▪ ECE also coordinates the distribution of language funding amongst GNWT departments; ▪ In some regions there is very little link between the District Education Council (DEC) and political body, creating uncertainty about language programming and emphasis;
9. What process is in place for assessing proposals and providing Agreement funds? Does the process respect the Agreement's requirements? Is this process satisfactory from the government and community perspective?	*Process for assessing proposals:* ▪ Agreement Management Committee, co-chaired by the GNWT and Canada approves French language and Aboriginal community projects. The committee meets at least once annually; ▪ The GNWT and recipients enter into annual contribution agreements (by end of June) for Objective 1 funding upon approval of a communities' Action Plan; ▪ In most cases, proposals are evaluated against the strategic language plans; ▪ GNWT departments submit internal project proposals for discussion and allocation by ECE; ▪ The GNWT supplements some funds for Aboriginal languages in all three objectives; ▪ At the language community level, proposals are assessed either by a regional language coordinator or a committee. In certain cases, there is significant support by the regional coordinator to ensure proposals are relevant and complete. In other cases, this assistance is not provided and the proposal process is confusing and frustrating;
9. How are Agreement-supported activities and expenditures monitored? What accountability mechanisms are in place and are these appropriate? Are there any	*Monitoring and accountability:* ▪ Language communities use different methods for monitoring funding activities including regional coordinators who either distribute funds equally or who accept community proposals, and committees that approve community proposals and locally organized activities; ▪ Most regional language coordinators, at a minimum, administer the funds while communities and

Research Issues	Key Findings from the Aboriginal Language Communities
concerns about these mechanisms, in government or in the communities?	local coordinators deliver activities. The regional coordinators prepare the report submissions based on community communication; ▪ Funding is dependant upon timely submission of action and activity reports; ▪ Many communities indicate that the reporting requirements are reasonable (given the operating environment) and certain of the language coordinators deliver more frequent reports to manage their affairs more effectively and to comply with accountability requirements. There continues to be a desire by the communities to explore and implement more streamlined and practical reporting requirements; ▪ Reporting is not based on outputs/outcomes but primarily on meeting the objectives and financial accountability; *Concerns:* ▪ There are a number of reasons for reporting being a "problem" including capacity, regional politics and internal accountability; ▪ Delays in GNWT funding have been attributed to late reports and internal GNWT issues; ▪ The GNWT requests separate reports specific to the contribution agreements. Language communities do not always distinguish between this funding and other Agreement funding, resulting in follow-up by the GNWT being necessary to ensure accountability;
10. What language activities are underway in the communities? Which are supported by the Agreement?	*Activities supported by the Agreement:* ▪ Culturally-based activities that often involve Elders and traditional skills learning, storytelling, drumming, cultural immersion camps, crafts and Aboriginal Days events; ▪ Media production activities include resource kits, books, documentary films, web-site material, CDs and audio recordings; ▪ Comprehension and literacy improvement activities include language classes, terminology development, religious translations and dictionaries; ▪ Awareness activities include posters, calendars, oral history interviews, radio programming, the coordinator positions and regional teachers' conferences; ▪ For the most part, these activities comprise the majority of language activities conducted in the communities and the Agreement funding comprises the largest contribution in direct support of these language activities;

Research Issues	Key Findings from the Aboriginal Language Communities
11. How were the language communities or their organizations involved in these activities? How do they shape them? Are the programs "community driven" in terms of design, organization and delivery? In Aboriginal communities, has the language expertise and knowledge of Elders been recognized and incorporated into the programs?	*Involvement of language communities:* • The language plans have provided the focus for developing activity development since community representatives participated in the planning sessions; • The language communities coordinate and implement initiatives for Objective 1, most often at the community level; *Elder's involvement:* • Elders are very often considered partners in the community initiatives through involvement of activity development and as participants in activities, including cultural demonstrations, on-the-land skills knowledge and literacy activities; • Curriculum development is coordinated by GNWT with participation of Elders, language specialists and others;
12. Are these organizations and communities satisfied with the nature and level of their involvement? Do community members turn out to program events? Do the communities themselves contribute to these programs, as a measure of their support? What do they see as the strengths and weaknesses of their involvement?	*Satisfaction with involvement:* • The development of community-based activities often reflect community needs and capacities, thereby improving the success of activities; *Participation of community members:* • Certain activities (e.g. cultural-based) are very well attended while others do not create the same level of interest. Not all activities can be undertaken due to insufficient resources, even when there has been an expressed demand (e.g. adult evening classes in the Deh Cho); *Community contribution:* • Some communities identified volunteer commitment and the pride and skills gained by experience while others struggle with that kind of support; • The Agreement does not require community contributions although such are considered an asset; • Language coordinators agree that in-kind support and contributions are important. This often includes rent-free space, administrative supplies and other donations (food, prizes); *Strengths and weaknesses of involvement:* • Community-based allocation is a strength; • Some language coordinators would like to meet with the community representatives more often, for example the ten Deh Cho region communities, but insufficient funds prevent this effort; • There is a need to make broader use of exchanging knowledge and experiences across communities and regions;

Research Issues	Key Findings from the Aboriginal Language Communities
13. Do the programs reflect community priorities? Have the Agreement's projects and other activities linked the language agenda to what is important in the community? Are the programs linked to or evident in other community activities?	*Community priorities reflected:* ▪ Community consultation was undertaken when the language plans were being developed. Continued community involvement is evident during the preparation of proposals; ▪ Link to school programs through the development of resource material and Elder involvement; ▪ It has been reported that District Education Councils and Authorities sometimes appear to redirect language instruction funding to other priorities (the evaluation had no mandate to undertake any auditing); ▪ Curriculum generally reflects age-appropriate topics and incorporates traditional knowledge where appropriate; ▪ There is perceived need for more interpreter/ translator training yet GNWT funding has been reduced;
14. What impact does the Agreement have on the activities and priorities of the GNWT?	*Impact on activities and GNWT priorities:* ▪ Some respondents indicated 'limited' impact due to insufficient coordination of language activities; ▪ The funded activities would not be possible without the Agreement; ▪ ECE has the largest internal budget allocation for program delivery, i.e. the Aurora College program, Interpreter/Translator training, Teaching and Learning Centres, literacy and radio, etc; ▪ Other 1999/00 funding included Health and Social Services (HSS) terminology development, Municipal and Community Affairs (MACA) language training and Resources, Wildlife and Economic Development (RWED) mining terminology; ▪ There is little perceived commitment to implement language activities within the government; ▪ The Agreement is considered difficult to administer due to very different Aboriginal and French needs, priorities and objectives; ▪ It is perceived that the distribution of community-based funding would facilitate communication between communities to resolve common issues and needs. There has not been many successes in this way;
Effectiveness and Impacts	
15. What benefits and outcomes, both short and long-term, are associated with these language activities?	*Benefits of activities:* ▪ Outcomes include increased comprehension skills and language use, dictionary development, traditional skills revival, expanded terminology, improved Elder/ youth interaction, language and

Research Issues	Key Findings from the Aboriginal Language Communities
What is their impact relative to the Agreement's goals and objectives? How is impact measured and are these means adequate and appropriate?	culture promotion, trained instructors, increased availability of teaching materials. Generally, the outcomes support the Agreement Objective 1 for the development and implementation of language revitalization, maintenance and enhancement activities; • The outcomes support the Agreement purpose of protecting cultural identity; *Impact of Agreement:* • Impact is not understood or adequately measured. Reporting focuses on accountability not outcomes; Anecdotal comments regarding impact include: 'increased awareness of language and culture', 'slight improvements in language use', 'recognition/approval by Elders', 'more communities are becoming involved', 'additional funding would expand frequency/ duration of activities', 'nominal impact', 'Elders are feeling responsibility of language loss'; • Without the Agreement, communities would not have the 'tools' to maintain/preserve languages; • Trained Aboriginal language teaching professionals;
16. What communities have effective programs, based on outcomes including community support and involvement? What features characterize these effective programs? How has the Agreement contributed to these successes?	*Effective programs and the Agreement contribution:* • Involvement of parents with children and Elders, bridging the language and generational gaps; • Many of the language coordinators speak to the interest and success of culture-based activities. They are considered fun and inclusive of children and Elders. There is not a compelling need for 'evidence' of impact or success of initiatives by communities. There is a greater reliance on attitude and qualitative indicators; • Agreement has resulted in a better awareness of language health; • There is perceived to be a clearer vision of Aboriginal language programming, possibly as a result of the language plans; • The focus of the Agreement on the protection of cultural identity and revitalization, maintenance and enhancement activities meets the needs of the communities in the development of language activities;
17. What communities have less effective programs, based on outcomes including community support and involvement? What features characterize these less effective programs? How has the	*Less effective programs and the Agreement contribution:* • Accountability issues and insufficient community support has meant that some communities have not been able to report on needs or identify activities to access funding. There is not a compelling need for 'evidence' of impact or success of initiatives by communities. There is a greater reliance on attitude and qualitative indicators; • Some cases where the proposed activity does not meet the criteria and as this Agreement is the

Research Issues	Key Findings from the Aboriginal Language Communities
Agreement contributed to this lack of success and/or failed to mitigate the lack of success?	primary source of funding, the activities cannot be approved; ▪ Official language services are not provided and residents are not aware of right to language services; ▪ Difficult to offer adult education through DEC as focus is on grades K-12, and not enough funding for instructors;
18. What have we learned about "best practices" from the experience of these communities?	*Best practices experience:* ▪ Importance of age-appropriate activities and community involvement; ▪ Ongoing support by regional coordinators; ▪ Manageable and measurable results were anticipated – achievement of outcomes provides the basis for success; ▪ Coordination between a number of projects increases impact; ▪ Language plan focussed activities; ▪ Supported language training (ALCIP) must be credible (certified) and result in stable and dedicated teaching positions;
19. To what extent, if any, have the Agreement's goals been achieved? Have there been unintended outcomes (both positive and negative)?	*Achievement of goal and outcomes:* ▪ Communities have determined the appropriate activities for their needs contributing towards a sense of ownership or in some cases 'co-ownership'; ▪ Language plans are used to build on activities throughout Agreement period; ▪ The allocation of funding to language communities has been positively received and encouraged; ▪ Language coordinators have an important role in delivering activities and serving as a liaison between government and community; ▪ GNWT administration of Objective 2 and 3 has had inconsistent results. Insufficient program coordination means a stronger framework is required; ▪ The results of this Agreement are 'uneven' due to the varying capacities of language communities and the diversity of their respective decision-making and administrative processes; ▪ The promotion of programs that cannot be effectively delivered builds expectations. Unmet expectations have contributed to periodic frustrations; ▪ There is the perception that students are 'now more open to the Aboriginal perspective' than previous generations;

Research Issues	Key Findings from the Aboriginal Language Communities
20. What evidence is there, if any, that the Agreement's resources have been used in the most effective possible way?	*Evidence of effective use of resources:* ▪ Strategic analysis of language plans (as part of a self-evaluation process) was undertaken in 2002 to refocus direction of language communities; ▪ Language communities participated in SCOL and special funding was allocated to that project in years 2001/02 and 2002/03; ▪ Continued support by the GNWT to assist with reporting and accountability; ▪ Material development for school courses are cross-curriculum, integrating courses in social studies, biology, traditional knowledge, foods, etc.
21. Does the Agreement foster effective working relationships among the different stakeholders, including federal departments, GNWT departments and communities?	*Effective relationship development:* ▪ Certain of the language coordinators were not fully informed of the language plans or the impact of the plan on activities. This speaks to staff turnover and communication between the GNWT and language coordinators and between the recipient organizations and the coordinators. The issue of continuity and stability of human resources has been a critical factor in influencing the success of initiatives; ▪ Administrative support provided to the language communities by the GNWT serves as a vital link between government(s) and communities. This support is considered essential to the success of the activities in the communities; ▪ Enhanced communication between language coordinators due to regular meetings; ▪ In-kind support and contributions contributes to the cooperative approach needed for language revitalization;
22. To what extent are the language communities satisfied with the Agreement and its activities? What are their suggestions for changing the Agreement, for improving its operations or for enhancing its effectiveness?	*Agreement satisfaction and suggestions:* ▪ Capacity among the recipients varies. The level of administrative assistance provided by the GNWT must be sensitive to the needs and realities of each community. In some cases, language coordinators are frustrated as they have received insufficient training/support and do not entirely understand the Agreement's requirements; ▪ Staff turnover continues to be an issue. This is further complicated by at times significant time lapses when positions remain unfilled; ▪ GNWT representatives understand/ appreciate the complexities of community program delivery. In many cases, language coordinators work more closely with GNWT representatives than their recipient organizations;

Research Issues	Key Findings from the Aboriginal Language Communities
	▪ The GNWT should make known funding allocations at outset of Agreement. Language plans were prepared without benefit of funding allocations as well as the associated 'expectations'; ▪ Agreement allows greater administrative flexibility than other funding sources and should be maintained; ▪ The language communities were respectful of the fact that government has its own resource challenges and limitations. However, to the extent possible, GNWT should provide greater administrative support/ communication on a timely basis;
Future Directions and Recommendations	
23. What factors are most important for influencing the long-term sustainability of a language? What is most needed to sustain language in the different language communities? How can these factors be more fully incorporated into the Agreement?	*Factors that influence language sustainability:* ▪ Must clearly define needs, realistic priorities and objectives (in both the short and long-term); ▪ Commitment by parents and leadership must be stronger and more consistent; ▪ Find appropriate tools/ methods to improve interest in learning; ▪ Strengthen school programs and teacher training; ▪ Strengthen legislation and policy tools; ▪ Overcome negative perception of the importance of language to the community and culture. Find motivating factors such as employment training to strengthen need; ▪ Define and establish realistic impact measures that can be meaningfully reported on;
24. What factors influence and are necessary for effectively providing language services in the NWT? Are these evident in the programs, services and activities offered under the current Agreement? How can these factors be more fully incorporated into the Agreement?	*Factors that influence service provision:* ▪ Improved language support; ▪ Update language plans to set priorities and assess indicators; ▪ Involve key community representatives to re-confirm priorities, update the plan, identify community activities, and build capacity; ▪ Build community capacity to allow more to access to Agreement funding within the overall priorities of the language plans. Avoid spreading limited funds across too many initiatives whose effectiveness may be put at risk due to inadequate base resources; ▪ Must clearly define needs, realistic priorities and objectives (in both the short and long-term);
25. What are the most critical elements of a strategy designed to support, protect and foster Aboriginal	*Critical strategy elements:* ▪ Create awareness of language health and commitment for improvement; ▪ Change values and strengthen commitment;

Research Issues	Key Findings from the Aboriginal Language Communities
languages in the NWT? How can these be more fully incorporated into the Agreement?	• A long term investment perspective is essential given that activity planning and delivery takes time and resources;
26. What are the communities' suggestions for changing the Agreement, for improving its operations or for enhancing its effectiveness? How can these suggestions be incorporated in the Agreement?	*Suggested changes to the Agreement:* • Multi-year funding arrangements may help. Reporting and funding delays create situations where monies are turned back. Allow for funding to be redistributed or carried-over; • It was generally agreed that the funding allocation is fair and equitable but population figures should be updated on a periodic basis as new information becomes available; • Certain of the language communities want to participate in Agreement negotiations. Involve all communities prior to the next Agreement to formulate goals/ objectives and anticipated outcomes; • Better accountability by the GNWT respecting budget distribution and outcomes for Objective 2 and 3 funding; • The level of funding, particularly for very remote communities, should be increased;
27. What changes should be considered in the Agreement's different processes, i.e. assessment and review, operations and delivery, monitoring and accountability? How can information and best practices best be shared among the different language communities?	*Suggested improvements to administration:* • Continue language coordinator meetings to encourage information sharing; • Timely funding distribution continues to delay activities. Funding that is not spent by communities sends the wrong message as well as having a negative impact on establishing and maintaining interest and momentum in language initiatives; • Future Agreements could better define roles and responsibilities of governments, management committee, recipients and the potential role of community partners; • Consider a central accessible archive/repository for language materials and for sharing useful tools; • Stronger links with other funding sources; • Clearer definition of role and mandate needed for the Management Committee; • Greater emphasis on 'language infrastructure' (i.e. books, CDs); • Greater emphasis on progressive planning and targeting the approach to generate interest and excitement in activities; • Understanding that the impacts are generally long term but need to see short-term increments and demonstrable progress; • Expanded program delivery may result in greater administration demands and funding flexibility;

Research Issues	Key Findings from the Aboriginal Language Communities
28. Are there ways to improve cost-effectiveness in the administration of the Agreement?	*Suggested improvements to cost-effectiveness:* ▪ Updated and simplified standardized reporting format and criteria by GNWT will facilitate reporting and minimize additional information requests that delay funding. To the extent possible, there should be consistency between reporting requirements by communities to the GNWT and Canadian Heritage; ▪ Clear and consistent direction by GNWT on allowable program support; ▪ Sharing of resources amongst language communities to maximize funding – forming partnerships between communities.